
SCHOOL BOARDS AND SUPERINTENDENTS

REVISED EDITION

A Manual on Their Powers and Duties

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PREFACE

What the citizens of the next generation will be, the schools of today will largely determine, and what the schools are, school boards largely determine. In every state the legislature of the state and the people of the local communities have delegated to school boards the responsibility of seeing that the schools are administered efficiently and according to the laws of the state. It can truthfully be said that there is no more important public work than serving as a school board member, and there is no work which requires greater wisdom, more patience, more common sense, and greater devotion to a cause. School boards have under their direction the most important, the most technical, and the most difficult public business. Besides, more money is spent on the schools, more people are employed in them, and more people are affected by them than by any other local and public undertaking.

The membership of most school boards changes, at least in part, every year. No sooner does the usual school board member become efficient in performing his duties than his term of office is ended and another person takes his place. Every new member, if he is to give his best service, must spend a large amount of time in becoming acquainted with his duties. Frequently he does not acquire as much familiarity with them as he would like because he is not given any assistance in doing so. He is the "forgotten man" in school administration. Handicapping him especially is the lack of printed suggestions on his work. Thousands of books and articles have been written to guide teachers, principals, superintendents,

and other school employees, but relatively little has been published in behalf of the more than 300,000 school board members of the nation.

This book has been written primarily to help meet the need just mentioned. It undertakes to answer soundly, clearly, and briefly the questions which extensive inquiry has found school board members most frequently ask, it contains 276 questions, and the answers to them. To be sure, it does not aim to answer all the questions which might be asked about school administration, because to do that would require several volumes—volumes which busy school board members do not have time to read. Since the chief problems of school boards are concerned with business and financial matters, the book emphasizes such problems. An attempt has been made throughout to avoid the use of technical terms.

Since the book discusses on almost every page the working relations which should exist between the school superintendent and the school board, it ought to be of interest to the superintendent as well as to the board. In order that the welfare of the schools may be best served, the superintendent and the board must know how to cooperate intelligently in solving school problems. They must work together as “understanding brothers,” with neither wishing to be a dictator over the administration of the schools.

The board member or superintendent who wishes to obtain the greatest benefit from the book should probably first read it straight through and then use it, as needed, as a reference guide to the various problems of school administration as they occur in his school system.

In writing the book the author was given many helpful suggestions by hundreds of school board members and su-

To Professor George Drayton Strayer (1876–),
One of the Greatest Leaders in School Administration

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perintendents, and he will always be grateful for that invaluable assistance. He is especially indebted for the help of the school superintendents, hundreds of whom have at some time been students of the author during his more than forty years as a member of the teaching profession.

Columbus, Ohio
June, 1954

WARD G. REEDER

The Position of School Board Member

QUALIFICATIONS FOR THE POSITION

1 How important is the position of school board member?

No public position, at least of a local nature, is more important than that of school board member, because what the citizens of the next generation will be, the schools of today will largely determine, and what the schools are, school boards largely determine. School board members are community servants, and if they desire and are qualified, they can easily become community statesmen and makers of history. They should, therefore, be among the most competent and highly respected residents of the community. If any of the members are ignorant and selfish, they can do a large amount of harm to the schools and to the community, whereas intelligent and unselfish members can do much to improve the schools and the community.

The school board has under its direction not only the most important local public business, but also the largest and most complex local public business. More money is spent on the schools, more people are employed in them, and more people

are affected by them, than is true of any other local public enterprise. School board members are obligated, therefore, to do everything which will help them to measure up to the responsibilities of their important position. Only the *best* citizens make good school board members.

2. What types of persons make efficient school board members, and what types make inefficient members?

There is no complete formula for expressing the qualifications which school board members should possess. Although such a formula could be prepared, it would probably be impossible to find a school board member who would fit it perfectly. Genius cannot always be predicted or measured by a formula, and *perfect* people do not live in this world, only the angels are perfect.

In general, though, persons who have large faith in education, who have a good acquaintance with the local school system, who have been successful in their vocations, who have reputations for honesty and other aspects of moral character, who possess the traits of fairness, cooperativeness, good judgment, and public spirit should be chosen. Even the smallest community has at least a few residents who possess these characteristics in a relatively high degree. Of course, every citizen of average intelligence can acquire such characteristics if he has the desire to acquire them; but school board members should possess the characteristics before they are selected for their position.

To indicate what school board members should not be is much easier than to state what they should be. Although it will probably never be possible to find a perfect candidate for any position, the following types of persons should be regarded with more or less skepticism when school board mem-

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**3. How may the school board member
improve his qualifications for his duties?**

Although this type is in the minority, many school board members believe that the schools should be kept the same as when they were pupils. Such members are inclined to worship the past and to be skeptical of all new ideas in school procedures. Curiously, they insist upon improvements in all other phases of life, but they want to keep the "horse-and-buggy" days in school affairs, in fact, some of them want to keep the "oxcart" days. They do not realize that the aims, courses of study, and methods of teaching of the schools have changed greatly since they were pupils; or, if they see a change, they believe that it has been for the worse rather than for the better. For example, the pupils of a few years ago were expected to memorize the alphabet as the first step in learning to read, today, many parents who learned to read by that method do not understand why their children, who have learned to read well by another method, cannot say their "A, B, C's." Moreover, many parents who attended schools which taught only the three "R's" ("readin', 'ritin', and 'rithmetic") cannot see any value in new subjects such as industrial arts, home economics, music, business, agriculture, and health and physical education. These subjects are considered by many school board members, especially by those who have not kept up with changes in methods of teaching and in school subjects, as an evidence of inefficiency in the schools. New subjects are often called "fads and frills" by persons who do not know the contributions which they make to the pupils and to society.

A good school board member will possess the spirit of the learner. He must be willing and able to think seriously on school aims, procedures, and problems. He must know how to vote intelligently in board meetings. He must desire to in-

crease his knowledge of present, new, and better school practices. If he does not have these desires and abilities, he cannot give the best services to the schools and to the community. If he has these qualities, he cannot fail to improve his services. To increase his knowledge of progressive school practices he may use such procedures as the following

1. Attend all meetings of the board and take a cooperative and interested part in the deliberations. Before taking office, new board members should attend, if possible, one or more meetings of the board, and the old members should invite them.

2. Do his share of the work of all board committees to which he may be assigned, and do it as efficiently as possible and on time

3. Within the limits of the time which he has available, read appropriate materials dealing with school administration. These materials may be found in books, magazines, and other sources, and should usually be suggested by the superintendent of schools. Many board members read regularly one or more of the following magazines which are devoted chiefly to the problems and procedures of school administration: *American School Board Journal* (Milwaukee, Wis.), *Nation's Schools* (919 North Michigan Avenue, Chicago, Ill.); *School Executive* (470 Fourth Avenue, New York, N. Y.). Many members also read the *NEA Journal* (1201 16th Street Northwest, Washington, D. C.) and the magazine of their state education association. A few of the state associations of school boards publish a magazine for their members, these contain valuable material. Every board member should, of course, be acquainted with the School Laws of his state. Since he cannot be expected to remember all these laws, he should have a copy of them available to consult as needed, these are usually available gratis from the office of the chief state school official.

4. Visit schools in his own community and in other communities. In some communities it has been found helpful for the superintendent to guide new board members on a complete or a

Success in Vocation
Sufficient Time to Spend on School Board Business
Good Judgment
Willingness to Cooperate with the Other School Board Members and with the Superintendent
Good Acquaintance with the Local School System
Deep Interest in Child Welfare and in Education
Honesty and the Other Characteristics of Good Citizens

Figure 1 The chief qualifications recommended for school board members

bers are being chosen: persons who have not made a success in any vocation, persons who are dishonest; persons who are associated with a textbook company or with some other enterprise now doing, or expecting to do, business with the public schools, persons who have low moral standards, persons who are "politically" minded, persons who have little education, whether formal or informal;¹ persons who are more friendly to private schools than to public schools; persons who cannot or *will* not cooperate with other people, persons who constantly seek the limelight through "big talk" and similar actions, persons who want to use the position only as a stepping-stone to some other position, especially a salaried position, persons who cannot, or *will* not, regularly attend board meetings, persons who will not defend what is right and who are inclined to "pass the buck"; persons who are controlled by a certain church, political party, or other group and will not represent the best interests of the whole community, persons who are reactionary in their educational views, and also persons who are revolutionary, persons who "ride hobbies" too strenuously, persons who are "penny pinchers," and also persons who spend public money like "drunken sailors", persons who regard a public position only as an opportunity to provide their relatives and friends with positions, contracts, and other rewards, and persons who believe that their duty is to run the schools, rather than to see that the superintendent and the other school employees run them properly. Although it is extensive, this list of undesirable traits for school board members is not by any means complete, in fact, no such list could be complete, because any bad trait is apt to be fatal to best accomplishment.

¹ Formal education is received in school, while *informal* education is received in the "school of hard knocks." Many persons who have received little formal education are well educated and make excellent school board members, because they possess the qualifications above listed

6. Should board members be selected to represent different sections, different politics, different religions, or any other special group of the community?

The best qualified persons in the community should be selected for the school board membership irrespective of their residence, occupation, politics, religion, or any other single consideration other than best qualifications. Other factors being equal, it would be well, of course, to have as many community interests as possible represented on the board. School board members are expected to serve the best interests of the *whole community*, not to represent only the interests of a particular group or groups of the community. They should insist upon equality of educational opportunity for the children of the community irrespective of residence, religion, party affiliation, race, or any other consideration. Equality of educational opportunity should be regarded as a birthright of every American, school board members have the obligation of trying to obtain that equality in their school districts.

7. What steps should be taken to make more certain that the highest type of citizens become candidates for, and are elected to, school board membership?

In every community, care should be taken to obtain the best qualified public officials year in and year out. Eternal vigilance is always the price which all the people must pay to obtain the most competent public officials and to prevent their business being run by minority cliques, often for their own aggrandizement.

Civic organizations and individual citizens of the community should urge persons of the highest type to become candidates for the school board and should support their candidacies by every fair means. Since they are almost always busy and modest, the best qualified persons will usually

hesitate to become candidates unless they are urged to do so by their friends and neighbors. Members who are retiring from the board should also be interested in seeing that their successors are persons of the highest qualifications. The superintendent and other school employees have a right to urge well-qualified persons to become candidates for the board, provided their motive is to advance the best interests of the schools and not to "feather their own nest" in some manner. School employees who support candidates only because they have a selfish motive in mind are not worthy of holding a position of public trust. And the superintendent who publicly has backed a defeated school board candidate runs the risk of being accused of having a selfish motive or of drawing reprisals from the successful candidate.

In trying to obtain the election of competent school board members, the public-spirited elements of the community must be practical politicians, and they can always use fair means in being such. For example, when they learn that any selfish group is uniting on a poorly qualified or otherwise questionable candidate and is likely to elect him, they should not divide their votes among several competent candidates; rather they should attempt to obtain the withdrawal of all the competent candidates except the number to be elected, then vote for that number in opposition to the candidate or candidates of the selfish group. In many communities these matters are handled through a caucus of representatives of the various civic organizations. This caucus approves candidates and organizes a campaign to obtain their election.

8. What kind of campaign, if any, should be made by a candidate for the school board?

Under ideal conditions, the office should seek the candidate, and the best qualified persons for the school board member-

representative tour of the local schools. Such a tour would be especially helpful to any board members who had not visited schools since they were pupils. Visits to other school systems will sometimes make board members "thankful that their schools are not like others," but the visits will usually suggest certain improvements which are feasible in the local schools.

5. See that the superintendent makes a formal annual report as well as many informal reports throughout the year on the work of the schools. One of the chief duties of the superintendent is to provide such information to the board. An efficient board will, of course, *want* to receive such information, especially when it is given in appropriate "doses" and by appropriate methods.

6. Attend conventions of board members. There is now a national organization of school boards and there are also many state and county organizations of them. Many school boards pay the expenses of at least one board member for attending such conventions and for making a report upon his return. However, such expenditures are still illegal in a few states.

7. Attend local teachers' meetings, and meetings of the local parent-teacher association. The superintendent of schools should make certain that all board members are extended a standing invitation to attend all such meetings. Of course, it is realized that few members will have the time to attend all of them.

The individual board member will be able to determine which of the above procedures will best suit his needs. He should remember that there are many other procedures available to him.

4. With what informational materials
should a new board member expect
to be provided by the superintendent?

Each new board member should expect the superintendent to provide him with at least the following materials pertaining to his work: a copy of the rules and regulations of the board, a copy of the school laws of the state (one copy of these for

the whole board will usually suffice), a copy of the present school budget, with expenditures and balances in each item to date, an organization chart of the school system; a map of the school district showing the location of each school; a copy of the board's minutes for the last school year, and a copy of the last annual report of the board. The old board members should cooperate with the superintendent in making such materials available to the new members. It is recognized, of course, that some of these materials will not be available in small school systems, because they have not been prepared in former years.

5. Should board members be appointed by some governmental body or be elected by popular vote?

Most students of school administration believe that school board members should be elected by popular vote on a non-partisan ballot; by "non-partisan" is meant that the politics of the candidates should not appear on the ballot and should not otherwise be a consideration in the campaign. Election by popular vote is recommended because it permits the people to express themselves directly on school matters and gives the persons elected to school board membership a greater feeling of responsibility to the electorate. Although appointive methods are used in several states, the appointment of school board members by mayors, judges, councils, or other public officials is usually frowned upon because of the danger of domination by selfish interests, political or otherwise. It cannot be denied, however, that appointive methods of selection frequently obtain excellent board members; appointment by judges of the courts has usually been successful. The merit of any method of selection will, of course, always be determined by the intelligence, honesty, and public spirit of the persons who do the selecting.

cause they prevent the complete cooperation which is necessary if the schools are to be the most efficient, they cause friction, and friction results in waste. They start from various incidents, most of which are minor and all of which could and should be avoided. They may develop from such problems as the selection of a school site, the community use of school buildings, the election of the superintendent or some other school employee, an unusual view or personal characteristic of a school official or employee, the awarding of a contract, or the abandonment of a school, in fact, they may result from any problem or activity of the school or the community. They result more frequently from the political affiliations of board members than from any other cause; it is unfortunate that in thousands of districts the school board is divided into political factions and makes all decisions on a political basis.

Although there are certain to be many differences of opinion among board members, these differences should not be permitted to lead to "bad blood" or to continuous and bitter argument among the members. Each member can help to prevent the formation of factions by employing democratic procedures in all discussions and decisions. This means that each member must intelligently and unselfishly cooperate with all other members in determining school policies and procedures, and that the majority and the minority must deal fairly with each other, but every board member should vote his convictions of what is best for the public interest.

When factions exist, each member should appoint himself a "committee of one" to serve as a peacemaker among the factions. "Blessed are the peacemakers," the Bible says. Board members who will not cooperate in trying to advance the welfare of the pupils are guilty of using dictatorial procedures, hence of setting a bad example for the citizens of today and tomorrow. The school is everywhere regarded as the "cradle

of democracy," and it should not be supervised and guarded by school officials who use non-democratic methods. The people lose confidence in public officials when they are guilty of forever fighting among themselves and jockeying for advantage and power. And the superintendent should be careful not to join any faction, unless it is necessary to protect the best interest of the schools and the general public.

POWERS AND DUTIES OF A SCHOOL BOARD

12. What is the source of the powers and duties exercised by school boards?

The source of the powers and duties exercised by school boards is the *state*, not the school district. In the United States, making provision for a desirable type and an ample amount of education for every person is everywhere regarded as a fundamental obligation of the state. That the state has this responsibility is shown by the state constitution, the hundreds of state statutes, and the dozens of decisions of local, state, and federal courts. From almost the time of the first settlements in the early colonies, the state assumed this responsibility, the state assumed it because of the belief that education was the foundation and the framework of a democratic government and hence could not be left to the whims of any individual or of any community. The people of the United States have always held this belief. True democracy requires that the educational desires of individuals and of communities be considered, but that they be considered in relation to the needs of the whole state. The state should not fail to consider the desires and the needs of each individual and each community, and the latter should not fail to consider their obligation to the state.

Although the state maintains through its state department

ship will usually be loathe to make an active campaign for the office. Although they may use entirely fair means in their campaigning, candidates who make an active campaign are often placed under the suspicion of having an "axe to grind", and such suspicion is apt to handicap even the best candidate for this or any other important position. "The office should seek the man "

The only platform needed by a well-qualified candidate is the sincere promise supported by his record that he will always work for the best educational interest of all the children of the community. When a candidate makes a promise to support the interests of a certain individual or group, particularly when the interests are selfish, he is certain to handicap the welfare of the community as well as his chances of election. If he should be elected, any selfish promises—whether fulfilled or not fulfilled by him—are certain to haunt him throughout his term of office and probably throughout his life. In all its offices, democracy needs more statesmen, it needs more candidates for office who preach personal sacrifice and devotion to society, and it should have fewer candidates who try to "out-promise and out-bid" the other candidate or candidates.

9. How should a campaign for school board membership be financed?

Campaigns for school board membership usually cost little or nothing and this is as it should be, especially since the position does not pay a salary. When money is needed for such a campaign, it should be provided by individuals and civic groups that have no interest in the election except to obtain the best qualified candidate or candidates. Because the motive back of the contributions might be interpreted as selfish, contributions from school employees, contractors, supply houses,

or other individuals or concerns which do, or hope to do, business with the schools should not be sought or accepted. The time will probably come when all candidates for public office will have their legitimate campaign expenses paid from public funds and when the amount of these expenditures for any candidate will be strictly limited by law. The time will also probably come when candidates for public office must meet more rigid qualifications.

10. Should school board members
be paid for their services?

Students of school administration are agreed that school board members should not be paid either a salary or a per diem. And it is a happy fact that most members do not *desire* to be paid; they regard the position as an opportunity for public service rather than as a chance for financial gain. In accordance with the views just expressed, only a few states make provision for such payment, and even in those states the remuneration is only a small amount—for example, two or three dollars per meeting—with a limit upon the number of meetings for which payment may be made each year. Such payments are frequently made to rural members because they often live several miles from the place of board meetings and have to bear the expense of transportation to and from the meetings. The courts have almost always decided that when the state laws do not make specific provision for payment, it cannot legally be given.

11. Why should factions be kept from forming
in the school board?

Factions, that is, divisions among the members, are frequently found in school boards and they are almost always harmful to the welfare of the schools. They are harmful be-

state constitution, the state statutes, and court decisions; these must always be followed by the board. It should be pointed out, however, that the above sources are silent on many matters which the board must consider, and the board must follow its best judgment, that is, it must use its discretion. In every state the courts have usually decided that, so long as the power is not abused, the board may feel secure in exercising its discretion to advance the interests of the school system and the whole community.

Since it will often have some doubt about its legal rights, the board should consult its legal adviser (an attorney) before making decisions which have an uncertain legal basis. Many of the large school systems, which often require a great deal of legal advice, employ an attorney on a full-time or a part-time basis. Most states, however, provide that the county prosecuting attorney, the city solicitor, or some other public official give free legal advice to school boards.

Legal advice should not be confused with *educational* advice. An attorney should be requested to give legal advice, not educational advice. Educational advice should be obtained only from persons who have made a special study of professional education, among the persons who have made such study, and who are employed primarily to give such advice, are the local superintendent of schools and members of the state department of education. School boards should not hesitate to consult experts.

14. May the members of a school board
be held personally liable for their acts?

In every state the courts have made many decisions on the personal liability of school board members. These decisions have agreed that the members, acting within the scope of their duty, can be held personally liable only for public injuries

resulting from acts which have corrupt motives, they cannot be held liable for mistakes of judgment in interpreting the law, especially when there is evidence of their having tried to interpret it in the interest of the public. Whether a school board had a corrupt motive in making a decision is, of course, always a question for the courts to decide. School board members can, therefore, best protect themselves against gossip, accusations, and legal action by strictly following the laws of the state and by avoiding "even the appearance" of wrongdoing. School boards and employees are expected to follow both moral and legal laws.

- 15 What special privileges, if any, should be requested or accepted by board members?

School board members are expected to be servants of the whole community and should, therefore, not request or accept any special privileges for themselves or their families. Included in such special privileges are free admissions to school functions or any other concessions which are not made to all other citizens of the community. They should, as Grover Cleveland advised, regard their "public positions as public trusts." They should desire and attempt to give freely of their time and energy for the welfare of the schools and the community, and they should not expect any favors beyond public appreciation of services efficiently and unselfishly performed. Scripture says that "it is more blessed to give than to receive."

16. What are the proper duties of a school board, and what duties should be delegated to the superintendent and other school employees?

An examination of the school laws of all states shows that school boards have been given practically every power and

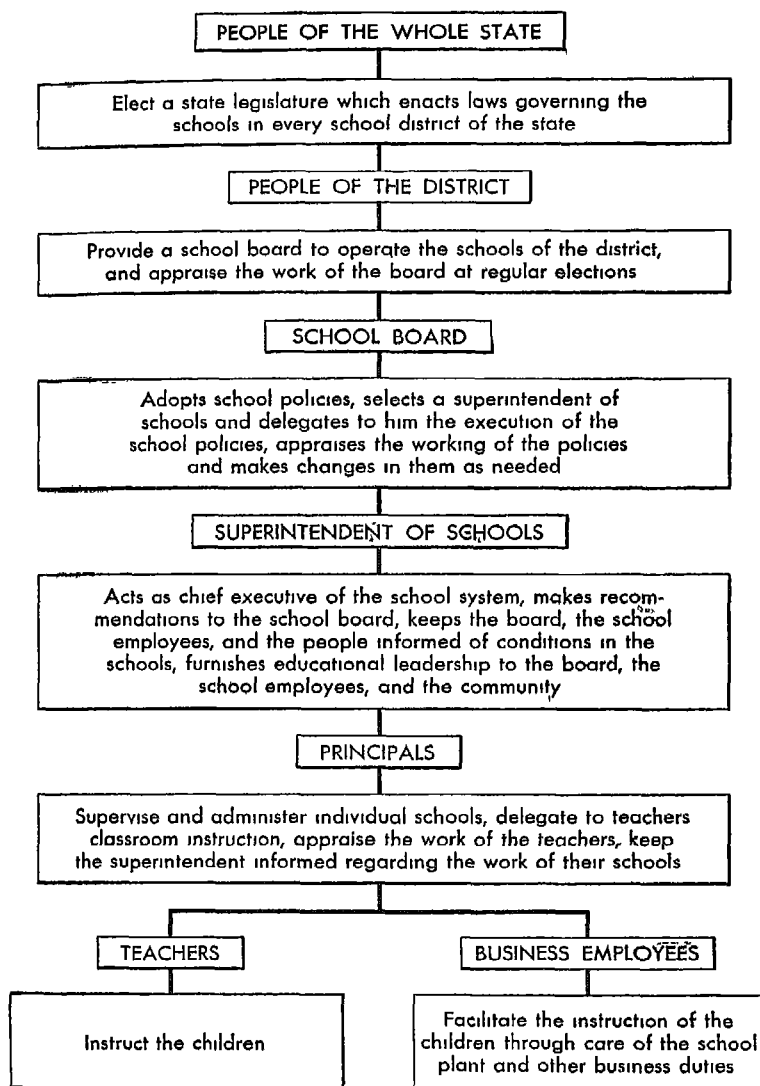


Figure 2. A general outline of the powers and duties of local officials, school employees, and the people

of education general supervision and control of the schools, it has delegated most details of school administration to counties, cities, villages, townships, and other local school districts. These powers and duties have been delegated by the state legislatures which the people of every state regularly elect to represent them and to make the laws of the state. School boards should, therefore, regard themselves as agents of the state for carrying out the educational policies determined by the laws of the state; if they are also responsible to the people of the local community, it is only because the state has delegated to the people of the local community a certain amount of the responsibility for education. Speaking through its legislature, any state has the right to add to or to subtract from the power of school boards at any time it desires, in fact, such addition or subtraction is usually made at every session of the legislature. A general outline of the powers and duties of school officials and employees and of the relation of these officials and employees to the state is presented in Figure 2

The school laws of each state are and should be published every year or two, usually by the state department of education. They appear under the title of "School Laws" or "School Code." Every school board should have a copy of the latest edition of these laws and should follow them in letter and in spirit, in fact, to avoid serious consequences a school board *must* follow them. A copy of these laws may be obtained, ordinarily free of charge, upon request to the state department of education. One copy for each board will usually suffice

13. How much discretion may a school board exercise in doing its work?

As was noted in the answer to the preceding question, the sources of the powers and duties of a school board are the

duty pertaining to the administration of the schools, whereas superintendents and other school employees have been given only a few powers and duties. Although school boards possess practically all powers, all progressive boards delegate most of their powers to their professional experts, that is, the superintendent and his co-workers, and hold them responsible for efficient performance.

The proper duties of a school board are (1) *to adopt policies for the school system*, (2) *to provide adequate means for executing them*, and (3) *to see that they are efficiently executed*. The execution or the actual carrying out of the policies should be left to the employed experts of the board, that is, the superintendent and his co-workers. School boards do not have the time to execute policies, moreover, such work usually requires special training and experience in school administration, and these qualifications are not often possessed by board members. Policies should be made by boards only when they are in possession of all the available facts pertaining to the policies. One of the chief duties of superintendents is to procure such facts for boards and to make recommendations based upon such facts. Of course, a school board is not legally or morally bound to accept such recommendations.

The efficient administration of a school system requires considerable technical knowledge which cannot be obtained except by long study and observation. School board members do not have sufficient time to give to such study and observation, and must depend largely upon "the ears and the eyes," and sometimes the "nose," of the superintendent of schools to obtain their information. A school board member is most efficient when he does not attempt to run the schools but sees that they are run efficiently by the employed experts of the board. In a nationwide investigation, W. W. Theisen found that authorities in the field of school administration

agree that the following are the proper duties of a school board, and since they have stood the test of time they are here recommended ²

1 Select the chief executive officer and support him in the discharge of his duties.

2. Pass upon the annual budget for maintenance prepared by the chief executive and his assistants (budget including sources and amount of revenue available, as well as expenditures)

3 Debate and pass upon recommendations of chief executive for additional capital outlays—buildings, sites, improvements—and determine the means of financing such outlays .

4 Advise with the chief executive, affording a group judgment, on his recommendations for extensions or readjustments of the scope of educational activities

5 Appoint (upon nomination and recommendation of the chief executive) teachers, principals, and supervisors

6 Determine, after consultation and discussion with the chief executive, the schedule of salaries

7. Require and consider report of the business transacted or pending and of the financial status of the system.

8. Require and discuss report of the chief executive concerning progress of the schools, in terms of achievements of pupils, teachers, supervisors.

9 Adopt, upon consultation with the chief executive, a set of by-laws or rules for the government of the school system

10. Pass upon architects' plans, approved by the chief executive and his assistants, for buildings that have been authorized

11. Represent needs of the schools before city authorities or the legislature.

²W. W. Theisen, *The City Superintendent and the Board of Education*. Copyright by Bureau of Publications, Teachers College, Columbia University, New York

12 Approve the list of bills for expenditures previously authorized and approved by executive officers

13 Consider recommendations of executive officers on legal matters, and decide steps to be taken . . .

14 Approve textbooks selected by the chief executive, and approve courses of study recommended by him

15. Represent needs of the schools before the public. . . .

16 Serve as laymen, ready (even after retiring from the board) to champion school needs and to further public support of the schools. . . .

17. Act as a court of final appeal for teachers, supervisors, and patrons in cases which the superintendent has not been able to dispose of or which may be appealed from his decision

18. Hear communications, written or oral, from citizens or organizations on matters of administration or policy

19. Visit the schools, observe or investigate the efficiency of instruction

17. Why should every school board adopt a set of rules and regulations for itself, its superintendent, and its other employees?

Such rules and regulations would inform the school board and employees of their powers and duties, and responsibility could, therefore, be definitely placed. Thus much of the uncertainty and friction which now exists between school boards and superintendents and among other employees would be eliminated. Much of the uncertainty and friction would not occur.

This instrument would especially aid *new* board members and employees in informing themselves about their powers and duties. Without such a guide, new board members and

employees are likely to leave some of their work undone or to do work which belongs to other officials or employees. In brief, a set of rules and regulations for a school system serves approximately the same purpose for a school board as a constitution serves for a state legislature. Every school system should have such a guide.

18 What standards should be met in developing and using a set of rules and regulations for a school system?

The chief standards which such rules and regulations should meet are the following

1. The rules and regulations should be developed by the school board in cooperation with the superintendent and representatives of the other school employees. Of course, the school board should always have the responsibility of approving or disapproving the rules and regulations.
2. They must, necessarily, agree with the laws of the state.
3. They should be written. "Unwritten laws" are likely to be misunderstood and to result in a large amount of litigation.
4. They should state clearly the chief powers and duties of the school board and of each group of employees of the board. However, they should not be so rigid as to make it impossible for anyone to use his judgment when to do so would result in greater efficiency.
5. They should be amended when the need for amendment arises. Even the best set of rules and regulations is not perfect and can always be improved. Rules and regulations, like state and federal constitutions, should have a "going over" from time to time.
6. They should be followed until they are repealed. Violation of law breeds disrespect for law.

Board members have the obligation of seeing that these standards are met in their school system. Too many school systems do not have a set of rules and regulations, and too many of such sets are much out of date.

19. How may a school board proceed to formulate a set of rules and regulations?

When the board has decided to have a set of rules and regulations, it should authorize its chairman or president to appoint a committee to formulate them. This committee should have on it at least one board member and the superintendent of schools, if the rules and regulations are made for principals, teachers, janitors, and other large groups of employees, each of these groups should also be represented by at least one of its members. When the committee has finished its work, it should make its recommendations to the whole board, which alone has the power to amend the rules and regulations and to adopt them.

The rules and regulations should incorporate the best administrative practices of the local school system and of other excellent school systems. They should be a sort of administrative constitution for the school system. Suggestions on what a set of rules and regulations should contain may be secured from examination of rules and regulations already formulated by various communities. The following set is in operation in Huron, South Dakota, and might well serve as a pattern for other school systems, especially the smaller ones.

1 The meeting of the board of education for organization will be held the last Friday of May of each year. It shall be called to order by the clerk. The board shall then elect a president, a vice president, and a clerk for the ensuing year.

2 The regular meetings of the board shall be held at the office of the superintendent on the last Friday of each month.

- 3 The order of business shall be as follows:
 - a. Reading and approval of minutes
 - b. Claims and accounts
 - c. Communications
 - d. Reports and recommendations of the superintendent
 - e. Unfinished business
 - f. New business
 - g Reports of special committees
- 4 Robert's *Rules of Order* shall be used in conducting the business of the board
5. The president shall preside at all meetings of the board, appoint all special committees not otherwise ordered, and perform such other duties as are provided by law. In the absence of the president from any meeting, the vice president shall preside
6. Special committees of the board, appointed by the president, unless otherwise ordered, shall investigate and act for the board in such ministerial matters as may be assigned, but no standing committees shall be appointed. If so ordered, such special committees shall report to the board in writing in such manner and at such times as ordered by the board.
- 7 At the regular meeting in January, or at any regular meeting when there is a vacancy in the superintendency, the board shall elect a superintendent of schools for a three-year term, which shall begin on August first following the election, or on such other date as may be determined by the board
- 8 At any regular meeting of the board, any rule or regulation governing the schools may be enacted, amended, or repealed by a majority vote of the full board membership, provided that notice of such action shall have been given at the last regular meeting preceding.
- 9 The superintendent is the executive officer of the board of education for the management of the schools
10. He shall attend the regular and special meetings of the board and shall be a member of, and advise with, all special committees of the board.

11. He shall prepare and submit to the board rules and regulations for the management of the schools

12. He shall investigate the need of, and recommend to the board, provision for school facilities in the school system

13. He shall, when called upon, give written opinions to the board or its special committees on all matters to be acted upon, and make written reports of the general condition of the schools, with such recommendations for their improvement as require action of the board. At the regular meeting in July, he shall submit an annual report

14. He shall recommend to the board, from time to time, principals, supervisors, and teachers, and other employees of the school system, as there is need of such employment during the year, and the board shall elect no school employee not recommended by the superintendent. On or before the last Friday of March each year, the superintendent shall submit the names of persons recommended to be appointed or reappointed for the ensuing year

15. He shall recommend to the board for approval important changes in courses of study and textbooks to be used by the schools

16. He shall have power to suspend any pupil from the schools whenever in his judgment the best interests of the school demand such action, such suspension to be reported to the board at its next regular meeting.

17. He shall prepare an annual budget showing by departments appropriations necessary to meet the estimated needs of the ensuing school year, and submit the same to the board for approval on or before the regular meeting in June each year.

18. He shall, within the limits of the detailed annual budget for the year, duly approved by the board, have power to direct expenditures and purchases, the board auditing all bills and accounts at each regular meeting, and at the close of each semester in January and June checking all expenditures in terms of the annual budget.

19. He shall recommend to the board transfers from one budget item to another as conditions may require.

20 In the interest of efficient administration he shall have power to decide all matters of detail purely ministerial and administrative that may arise, concerning which no specific provision is made in these rules and regulations. All important decisions of the superintendent as herein authorized must be reported by him to the board not later than the first regular meeting of the board following such decisions.

School Board Organization and Meetings

ORGANIZATION OF THE BOARD

1. When and how should the school board organize for its work?

In most states the time and the manner of school board organization are prescribed by state laws, which must, of course, always be followed. The laws usually require that at the board's first meeting of the year (generally called the *organization meeting*) a president, a clerk, a treasurer, or a clerk-treasurer shall be elected for the year. The laws usually permit the clerk, the treasurer, or the clerk-treasurer to be either a member of the board or a non-member, and they permit the board to pay them for their services, in small school systems they are usually paid for part-time services only, while in the large systems they are often paid on a full-time basis. Most authorities in school administration are agreed that employees of the board should not be members of the board.

The laws always permit the board to choose its own officers. They usually prescribe that the voting for officers shall be by ayes and nays on nominations. Most boards follow the practice of rotating the presidency each year. Many

boards prefer, however, to keep a good president in office more than one year, and practically all of them keep the clerk, the treasurer, or the clerk-treasurer in office for several years, although the election is usually an annual requirement.

2. What are the duties of the school board officers?

Most duties of each officer of the school board are prescribed by state law. The remaining duties are determined by the rules and regulations and other decisions of the board. Each officer of the board should be expected to know and to follow the state law and the board's rules and regulations pertaining to his duties.

The *president* always serves as presiding officer and manages the routine work of the board. He usually appoints all board committees, signs all contracts, certifies school tax levies and defends them to the public, serves as spokesman for the board at commencement exercises and upon other important school occasions, and performs such other duties as are delegated to him by state laws or by the orders of the board. As presiding officer he should be the leader of the board but not its "dictator." To be the best leader he needs to know parliamentary procedure, and he should possess such traits as tolerance, fairness, an appreciation of the value of time, and other characteristics of good judgment. Since he is a member of the board, he should have and should be expected to exercise the right to vote upon all motions.

The *clerk* (in a few states called the "secretary") is expected to attend all board meetings, to keep the minutes and other records of the board, and to perform all other duties given to him by state laws or by the board. Sometimes he has custody of the school funds of the district and in this capacity he receives all school moneys, pays all bills approved by the board, and reports to the board regularly on the status of the

funds When he serves also in the capacity of treasurer, he is usually given the title of "clerk-treasurer." The qualifications which the school clerk should have are discussed in Chapter 4, pages 76 to 77, of this book.

**3 How many standing committees, if any,
should a school board have?**

By a *standing committee* is meant a permanent committee The members of standing committees, if any, should be appointed for a one-year term, but should be eligible for reappointment. Students of school administration are agreed, however, that a school board should not have any standing committees but should do its work with the whole board or a quorum of the board present at all deliberations. They are opposed to standing committees because the members of such bodies are often tempted to usurp the power of the whole board, to regard themselves as experts in school administration, and, therefore, to undertake to perform technical duties which should be delegated to the board's employees They believe that committee work, moreover, requires too much time of board members. The work which standing committees are appointed to do can be done more efficiently by the superintendent of schools and his professional co-workers who will report and recommend to the whole board, leaving to the board, of course, the making of decisions on the report and the recommendation of the committee.

While most authorities on school administration are opposed to standing committees, they agree that one committee would be better than two, that two would be better than three, etc If only one committee is provided, it is generally agreed that in most school systems it should be a committee on school finance. Other committees which are occasionally found are the following courses of study, teachers, janitors,

and buildings and grounds. If standing committees are provided, the superintendent should always be made a member of each of them and should be given the right to speak but not to vote. Moreover, no committee should be given the power to *act* for the whole board. The function of any committee should only be to *recommend* to the whole board, leaving to the whole board the power to act.

4 When might the appointment of a special committee of the board be advisable?

Although standing committees of the school board are not recommended, there is no objection to the appointment of *special committees* for specific purposes, provided the committees are abolished as soon as they have finished the work which they were assigned. Most authorities, though, believe that special committees are seldom needed, and they are usually opposed to them for the same reasons that they are opposed to standing committees. Except when his salary and a renewal of his contract are under consideration by a special committee, the superintendent of schools should be a member of every such committee and should always have the right to speak but never the right to vote. All special committees should, of course, report their actions and recommendations to the whole board because it alone has power to make final decisions. When a special committee has finished its assignment, it should request the board to abolish it.

MEETINGS OF THE BOARD

5 What is the purpose of school board meetings, and how frequently should they be held?

Meetings of the school board are held in order that the business of the board may be legally transacted. School board

business cannot be transacted legally except at a regular or a special meeting at which a *quorum* of the membership of the board is present. A quorum is the number of members which must be present to make the transaction of business legal, and that number is usually prescribed by state law or by the rules and regulations of the board, a *majority* of the membership of the board is usually stipulated as a quorum. Board members who violate the above requirements are certain to have their acts declared illegal by the courts if any citizen should bring action against them.

In most states the frequency, as well as a few other details, of school board meetings is prescribed by state law. Most boards find that all their business can be transacted efficiently in regular monthly meetings and that special meetings are seldom necessary. The rules and regulations of the board should prescribe the time and the place of regular meetings and the procedure for calling special meetings. Unless such provisions are made and followed, any action taken by the board may later be declared illegal by the courts. The following rules on regular, adjourned regular, and special meetings may easily be adapted, in conformity with state law, to the needs of any school board.

SECTION I. The regular sessions of the school board shall be held at the —, on the — in each month at the hour of — P. M. The board may adjourn its meeting at any regular session to a fixed time for the completion of unfinished business, and at such adjourned regular session it shall have the powers which it has at its regular session.

SECTION II. Special meetings may be called at any time by the president or by the clerk upon the written request of a majority of the members of the board.

In all cases of special meetings not less than twenty-four hours' written notice stating the time of holding the meeting

and the business to be considered shall be given to each member, and, at the meeting thus called, no business shall be transacted other than that stated in the call, provided, however, that if all the members of the board shall, in writing, waive the notice above stated, then such special meeting may be held at any time.

SECTION III. At all sessions of the board a majority of the whole number elected shall constitute a quorum to do business.

**6 Where should the meetings
of the school board be held?**

A place for the holding of board meetings should be agreed upon by the board and should be stated in the rules and regulations. Unless the school system has an administration building, the meeting place should usually be one of the school buildings of the district, and preferably the building selected should be centrally located with reference to the population of the district. If the school system has a superintendent, the meeting should be held in the building in which his office is located because of the presence there of school records which may be needed at a moment's notice. It is desirable to avoid holding meetings in such places as the "corner grocery" or the home of a board member, since provision cannot be made for the public which may wish to attend. Provisions for the public must always be made.

**7. What provisions should a school system
make for its general offices?**

Small school systems will usually find it more practicable to have their general offices in one of the centrally located school buildings of the school system. Ideally, all central offices of the school system should be located in the same building, or as

close together as possible, the central offices should include the supply departments, the shops, and the garages. School systems which are organized on a county basis frequently have their offices in the court house of the county of which they are a part; many of these offices, however, are unsatisfactory.

School systems which have more than 50,000 population should usually have their own central administrative offices. These may be rented or owned by the school system. Frequently an old school building may be transformed into an excellent school administration building for the whole school system.

8 What preparation should the school board expect its officers to make for board meetings?

The board should expect its officers to see that the communications, bills, nominations of prospective employees, and all other business to come before any meeting are organized and ready to be presented at the proper time. Whenever possible, these should be presented in written form and each member of the board should be provided with a copy. School board officers should prepare for board meetings just as good teachers prepare for meeting their classes, they should give serious thought to the business of the board. In many school systems the superintendent or the clerk sends to each board member a few days before each meeting a docket or list of the business which is to be considered, together with a copy of the minutes of the last meeting. Such a plan saves time and enables the board members to give informed attention to all business of the board. The following is a sample list of the business which was sent to a school board a few days before its next meeting. The business of a school board, however, varies from meeting to meeting.

SAMPLE AGENDA FOR A SCHOOL BOARD MEETING

Anytown, Minnesota
December 8, 1953

The Anytown Board of Education will meet in regular session on the above date at 8.00 P M in the high school building. The following is the now known business to come before the board

1 Reading of the minutes of the last meeting (The reader will find a copy of these minutes on pages 43 to 44 of this book, the minutes should be included as a part of the agenda.)

2. Reading of a letter from John Jones, superintendent of school buildings, on building repairs that should be made before the beginning of the second semester on January 6, 1954

3 Report from the special committee of the board appointed on September 1, 1953 to study the building needs of the school system

4 Announcement of the retirement of Superintendent William Smith on July 1, 1954 Steps for obtaining his successor should be started early by the board

5 Recommendation by Superintendent Smith of the appointment of Miss Gloria Jensen as kindergarten teacher to take the place of Miss Nancy Johnson, who is retiring on January 1, 1954 Miss Jensen will receive an A.B. degree from the Mankato State Teachers College at the December, 1953 convocation, and comes highly recommended. Her salary according to our schedule will be \$2400 annually It is proposed, however, to make the beginning salary \$3000

6. Consideration of a renewal of our insurance policy on the school buildings, the term of the present policy will expire on February 1, 1954.

7. Hearing of a petition from the local American Legion post.

8. Adjournment.

George Elser, CLERK

William Smith, SUPERINTENDENT

9 Should school board meetings
be open or closed to the public?

In most states the laws prescribe that school board business cannot be transacted except at a meeting which is open to the public. Whether it is required by law or not this policy should be followed. Secrecy is likely to create suspicion on the part of the public, in a democracy the people desire, as Woodrow Wilson once said, "open covenants . . . , openly arrived at." It is known, of course, that few of the general public ever attend board meetings, but the *opportunity* to attend should always be afforded by the board. In order that their meetings may have wider publicity, many school boards have arranged to have at least one of their meetings broadcast over a local radio station. Other school boards hold at least one of their meetings in the afternoon so that pupils and their teachers may attend.

In order that the attendance of residents in all sections of the school district may be planned for, many school boards hold their meetings in school buildings in various sections of the district. Of course, all residents of the district are notified of the time and place.

When delicate situations are being considered, the board may meet in closed or executive sessions to hold preliminary discussions, final action and voting on all matters, however, should always take place in public meeting; in fact, they must thus take place if they are to be legal. Although executive or closed sessions are sometimes advisable in order that delicate matters may be "talked over," the holding of too many such sessions is likely to give the public the impression that the board is pursuing a "public-be-shunned" if not a "public-be-damned" policy. The public desires to know the decisions of its representatives and its employees, and it usually wants to know also the reasons for those decisions. These desires on the

part of the public are legitimate and should be satisfied by the school board.

10. What notice of board meetings
and of the business transacted by the board
should be given to the public?

Since board meetings are legally open to any citizen who desires to attend them, adequate publicity should be given to the time and place of holding them. Moreover, after each meeting newspaper publicity should be given to the items of business which were transacted at the meeting. Newspaper reporters should be extended a special invitation to attend all board meetings. These suggestions are particularly pertinent to cities, because they are more likely to have newspapers than the village and rural districts. Village and rural schools frequently have printed or mimeographed student newspapers, and these are also appropriate means of giving publicity to the decisions of the school board. The board should instruct the clerk, the superintendent, or some other official or employee to supply each community newspaper, each radio station, and similar agencies of public information with a *written* account of all board decisions made at each of its meetings, to depend upon an oral account of such decisions is to risk inaccuracy of reporting

11. What order of business and similar business
procedures should be followed in board meetings?

The school board should establish a definite procedure for the conduct of its meetings and should adhere to it. Such a plan will assure that all business shall be transacted efficiently and with the proper dispatch. There should be promptness in calling the meeting to order, parliamentary rules should be observed, and a definite order of business should be followed. All of the steps just mentioned will help to assure that the

board business will be transacted and that the meetings will be over at a reasonable hour; too many board meetings last until after midnight, because of bad management of them. Most of these matters should be made a part of the rules and regulations of the board. The rules and regulations of the St. Louis, Missouri, Board of Education efficiently cover these matters and may well serve as a pattern for other boards of education, they are reproduced herewith in slightly changed form.

SECTION I. The president, upon taking the chair, shall call the members to order on the appearance of a quorum and provided the time for starting the meeting has arrived.

The order of business shall be as follows:

- 1 Reading of the minutes of the last meeting.
2. Election of officers or seating of new members (when required by law or the rules of the board)
3. Reading of letters and other communications by their title. If reading in full is requested, the president may direct the matter to be taken up as new business
- 4 Reading of motions or resolutions for reference without debate
5. Reports from the officers and committees of the board.
- 6 Unfinished business.
7. New business
8. Motions to reconsider.
9. Adjournment

SECTION II All communications and resolutions submitted to the board for reference without debate shall be referred by the president to the appropriate officer or committee without motion, unless objection is made by a member of the board.

SECTION III. In all matters not covered by the rules of the

board, parliamentary procedure shall be governed by the manual known as *Robert's Rules of Order*.

SECTION IV. Every special committee shall be called upon for report by the president when its report is due, and any special committee failing to report at such time, or in the next two sessions following thereafter, shall be considered discharged, unless an extension of time is granted.

SECTION V. No person other than a member or officer of the board shall, unless by permission, be allowed to make any communication to the board, except in writing, and such permission must be by a majority of the board.

SECTION VI. No motion shall be subject to debate until it has been seconded, and stated by the chair. It shall be reduced to writing at the request of any member of the board. When a motion has been made and seconded, the same may be withdrawn by the mover at any time before a vote has been taken on the same.

SECTION VII. When a question is before the board, no motion shall be received, except (1) to adjourn, (2) to lay on the table, (3) to close the debate, (4) to refer, (5) to postpone indefinitely, (6) to postpone to a certain time, (7) to adopt a substitute or to amend; and these motions shall take precedence in the order above named, the first, second, and third shall be decided without debate, and the third by a two-thirds vote.

SECTION VIII. Whenever the motion to close the debate prevails, the mover of the proposition, or, in case of a report, the chairman of the committee from which the report comes, shall have the privilege of addressing the board, and after his remarks, no more debate shall be in order.

SECTION IX. Any member may call for a division of the question when the same admits of it.

SECTION X. The laying of a motion on the table shall be

construed as only affecting such motion, and not any other to which it may be subsidiary.

SECTION XI. When the board has decided to close the debate, the vote shall be taken first on the proposed amendments, and next on the main question.

SECTION XII. The president shall decide all questions of order, subject to an appeal to the board by any member. In case of appeal, the question shall be Shall the decision of the chair be sustained? Until it is decided, all debate upon the pending question shall be suspended. But decisions of the chair may be debated when they refer to the interpretation of rules or parliamentary law. Upon a tie vote, the chair shall stand sustained.

SECTION XIII. The reconsideration of a vote may be moved at the same session at which the vote was taken, by any member who voted with the majority, but such motion shall be decided at that or the next regular session, and the matter thus finally decided shall not be revived within a period of three months, unless by consent of a two-thirds majority of the board.

SECTION XIV. Every member present shall vote on all questions, unless excused by the board.

SECTION XV. The yeas and nays shall be called and entered in the minutes on all questions requiring for decision a vote greater than a majority of the members present, and on all other questions whenever demanded by a member of the board; and every member shall have the privilege of having his vote recorded on any and every question, if he so requests. (The laws of certain states require that the yeas and nays shall be called and entered in the minutes on all or certain questions, and such laws must always be followed if decisions are to be legal).

SECTION XVI. No member shall be allowed to give his vote

on any question after the result has been announced by the chair, unless by unanimous consent, but any member may, after the announcement of the result of a vote by the chair and before the statement of a new question, call for a division.

SECTION XVII. When a member is about to speak on any question, he shall arise and address himself to the president, confine himself strictly to the point in the debate, and avoid personalities.

SECTION XVIII. No member shall speak more than five minutes at any one time on any motion under discussion, nor more than once until all other members choosing to speak shall have spoken, nor more than twice to the same question, without consent of the board, nor more than two minutes in explaining his vote.

SECTION XIX. No member shall be interrupted while speaking, unless by a call to order. If a member be called to order, he shall immediately take his seat until the point is decided by the chair.

SECTION XX. No member shall leave the board meeting before the close of the session without permission of the president.

SECTION XXI. When practicable, typewritten copies of all proposed business shall be furnished to the members of the board before the meeting at which action is to be taken thereon. (This material should include a copy of the minutes of the last session as well as a statement of all proposed business)

12. What part should the school expect
the superintendent and other employees
to play at board meetings?

The board should require the superintendent to be present at board meetings and should invite him to present his sug-

gestions or recommendations on any matter before the board. He should always be given the right to speak, but never the right to vote on these matters, in fact, the laws of every state prohibit him from thus voting. Many boards and superintendents prefer to have all assistant superintendents present at the meetings, the latter employees, though, should not speak at the meetings, except upon the request of the superintendent or of one or more of the board members.

The only meeting which the superintendent should *not* attend is one which is to consider his re-election. Good taste requires that he request the board for permission to absent himself from a meeting which is to consider his personal interests, of course, if the board insists upon his being present, he probably has no choice but to obey.

13 How should the school board deal with requests which are made through petitions, delegations, or by similar means?

The right of petition is one of the oldest as well as one of the most important cornerstones of democratic government, therefore, all requests made to the board should be courteously received, carefully considered, and properly decided. Unless the public interest requires an immediate decision by the board, and unless the rules and regulations and practices of the school system will enable the making of an immediate decision, board action on any request should not be taken at the meeting at which the request is made. On all requests not included in the exceptions just mentioned, the board should instruct the superintendent to collect and to report pertinent information at a later meeting. When the requests involve fundamental changes in school policy or are especially controversial, a special committee of the board might be appointed to work with the superintendent in collecting

the necessary information and in making a recommendation to the board. Board members should not commit themselves on any request until they have received complete information on all sides of the question, this rule should always be followed, because many requests have in mind only the selfish interests of certain individuals or groups and not the interests of the pupils and the general public.

14. What purpose do the school board's minutes serve and how should they be kept?

The school board's minutes are the record of all decisions of the board and must be kept to give legal sanction to the decisions. The board speaks officially only through its minutes, and courts will usually admit as evidence only the minutes of a board of education in cases of litigation involving decisions of the board. The minutes constitute the most important record of any governing body, and this is especially true of the decisions of school boards.

The minutes should be kept in a book designed and used only for that purpose. The book should be looseleaf because this permits the writing of the minutes on the typewriter and their insertion in the book. Typing makes the minutes more legible and less bulky, and permits the making of a carbon copy for the use of each of the board members. A loose-leaf book also permits the insertion of reports, communications, and other materials without recopying.

The minutes should be kept permanently, since they often need to be referred to several years later. They must be open to the inspection of any citizen of the school district. When not in use, they should be stored in a fireproof safe or vault. They should not be taken from the building without the permission of the whole board. They should be prepared by the clerk as soon as possible after each meeting. They should

be accurate, clear, well organized, and otherwise usable. Particular pains should be taken to see that the correct wording is given to all motions and that the names of movers and seconders of motions as well as the names for ayes and nays in voting are recorded. Following is a sample set of minutes of a meeting of a rural school board

SAMPLE SET OF MINUTES

Anytown, Minnesota
November 10, 1953

ROLL CALL	The Anytown Board of Education met on the above date in regular session at 8:00 P.M. at the high school building, with President Sam Smith presiding, and with the following members present. Oscar Clifton, Dayton Fertig, James Gray, Roger Sergel, and Sam Smith. The following members were absent George Thompson and Thomas Cotton.
MINUTES APPROVED	The minutes of the previous meeting were read and approved. They were signed by the president and attested by the clerk

NEW BUSINESS

BILLS APPROVED	Moved by Clifton and seconded by Fertig that the following bills be allowed as read and that orders be drawn on the school depository for the same
	Black and Company, school supplies
	Invoice 10/30/53 . . . \$27 50
	Brown and Company, school textbooks
	Invoice 10/1/53 . . . 88 14
	White Company, laboratory supplies
	Invoice 10/30/53 . . . 56 20
	Anytown Power and Light Co., electric service
	Invoice 10/31/53 . . . 12 25
	Total <u>\$184 09</u>

School Boards and Superintendents

Votes: Clifton, yea—Fertig, yea—Gray, yea—Sergel, yea—Smith, yea. Result of vote five, yea; none, nay. Motion declared carried.

**PAY
ROLL
APPROVED**

The pay roll for the last two weeks of December was then presented, and it was moved by Sergel and seconded by Clifton that the pay roll be allowed and orders be drawn on the depository for the same under date of December 21, 1953

Votes: Clifton, yea—Fertig, yea—Gray, yea—Sergel, yea—Smith, yea. Result of vote five, yea, none, nay. Motion declared carried.

**SUPT.
RECOM-
MENDS
PURCHASE
OF SUP-
PLEMENT-
ARY READ-
ERS**

The superintendent gave a report on the number and condition of the supplementary reading books in each of the elementary school grades and recommended that the board purchase the following new books, the total cost of which was estimated to be ninety-five dollars.

86 Jones Readers

40 Smith Readers

Moved by Gray and seconded by Sergel that the superintendent be instructed to order the books recommended by him.

Votes: Clifton, yea—Fertig, yea—Gray, yea—Sergel, yea—Smith, yea. Result of vote five, yea; none, nay. Motion declared carried.

**ADJOURN-
MENT**

There being no further business to come before the board, it was moved by Gray and seconded by Clifton that the board adjourn. Motion carried unanimously and the meeting was declared adjourned by the president at 9 20 P M

Sam Smith, PRESIDENT

George Elser, CLERK

**15. How should the school board's
minutes be read and approved?**

The minutes of the preceding meeting should always be approved as the first act of a meeting. If their reading takes too

much time, they may be typewritten and a copy of them sent to each board member at least a day or two before the next meeting. At the latter meeting the minutes could be "approved as read" unless there were corrections to be made. This procedure for the reading and approval of minutes is recommended because it not only saves time, but gives greater assurance that the minutes will be accurately recorded by the clerk. Because they often desire to refer to the materials, many board members keep a personal file of all minutes and other important school board records.

Most states require each set of minutes to be signed by the president and the clerk of the board. These and all other provisions of the law must be followed.

16. In what order should the clerk call the roll
for voting on motions before the board?

The rules and regulations of the board should indicate this order. As a rule, the order should be arranged in such manner that the same member shall not be called upon to vote first on all roll calls. The member who is called upon to vote *first* at a given meeting should have his name placed *last* on the roll calls at the next meeting. Of course, if the board decides upon another order for calling the roll, no objection to that decision could be made by any member.

Selecting and Working with the Superintendent

SELECTING THE SUPERINTENDENT

1. Who should select the superintendent?

All school systems, except the very small ones, employ a superintendent. All the systems which do not employ a superintendent are found in the rural districts, and even these districts usually have the general administration and supervision of a county or a district superintendent. *All* school districts should have a superintendent

Local superintendents are always selected by local school boards. County superintendents, who are found in practically all states outside New England, are frequently elected by a vote of the people, especially in the western states, the tendency, though, is toward their selection by a county board of education.¹ Students of school administration unanimously agree that superintendents should be selected by school boards, not by popular vote, and they believe that school board members and school employees should use their influence to obtain changes in state laws to permit school

¹In a few states several of the adjoining rural school systems are combined to have an *intermediate* or a *district* superintendent

board selection. Selection by popular vote places the position of superintendent largely on a "political" basis rather than on the more defensible plane of selection for only professional qualifications. As a rule, the best prepared school administrators will not submit their careers to the "wheel of political fortune." Running a school system efficiently is a job for technically trained experts, and such experts can seldom be obtained on a "political" basis, which usually results from popular election.

2. Why should the school board give great care to the selection of its superintendent?

The most important task of a school board is to select its chief executive, that is, its superintendent. The superintendent determines, more than any other school official or employee, whether the school system is to be efficient or inefficient.

The superintendent should be expected to be the educational leader of the community which employs him. He should advise and help to keep the school board on the "right track." He should encourage and help all school employees to give their best efforts. He should direct and coordinate all parts of the school system. He should help to obtain school and community cooperation in the betterment of the school and the community. If he is well qualified for his position, he can suggest and help to effect economies which will save his salary manyfold, especially if the school system is fairly large; likewise he can suggest and make improvements in the educational program of the school system. If he is not well qualified, his work may harm the schools immeasurably and bring much grief to the school board members, the teachers and the other school employees, the pupils, and the whole community; and all of this will bring much grief to himself.

**3. What qualifications should be required
of the superintendent?**

It is everywhere recognized that the school superintendency is one of the most difficult as well as one of the most important positions in public or private affairs of a community. These facts should be kept in mind by every board which is seeking and considering candidates for the position of superintendent. The qualifications to be required should be partly determined, of course, by the size of the school system, by the type of educational program, and by the amount of salary which can be paid. The following are the chief qualifications which should be sought in prospective superintendents by all school boards: Moral character; pleasing personality, ability as a public speaker, good health, sane courage and a reasonable amount of aggressiveness, ability to cooperate with other people, especially with the school board, an excellent general education and special preparation in school administration; evidence of reasonable progressiveness and of an otherwise sound philosophy of education, and a year or more of successful experience in some other teaching, supervisory, or school administrative position.

The minimum amount of college and university preparation which should be required of the school superintendent is four years of successful study in an accredited college, plus one year of successful graduate study. The college and university preparation should include both cultural and professional studies in such areas as political science, sociology, philosophy, economics, psychology, biology, and various phases of professional education, with special emphasis on school administration. The studies in school administration should emphasize school finance and business management of schools as well as the curriculum, employee management, pupil management, methods of teaching, public relations, and

Ability to Cooperate with Other People, Especially with the School Board, School Employees, Pupils, Parents, and Community Groups
Sound Progressiveness in Education, Adequate Drive, and Sane Courage
Ability as a Public Speaker
Pleasing Personality
One or More Years of Successful Teaching, Supervisory, or School Administrative Experience
A Good General Education and Special Preparation in School Administration
Good Health, and an Expectancy of Good Health for Several Years
Honesty and Other Characteristics of a Good Citizen

Figure 3 The chief qualifications recommended for school superintendents

other important phases of school administrative procedure. In every sense the school superintendent should be one of the best educated persons in the community, and should be an all-round educational leader.

4. In filling the position of superintendent
should the school board limit the field
of selection to applicants?

In its attempt to obtain the best qualified superintendent for the salary to be paid, the board should consider non-applicants as well as applicants and should take appropriate steps to reach well-qualified non-applicants who might be interested in the position. The board should remember that many of the best-qualified members of the teaching profession expect the position to seek them, not they the position. Although such persons are interested in a position which would be a promotion to them, they refuse to enter a competition which often becomes a mad scramble in which good taste, fair play, and ethics are forgotten. School officials should take special pains to discover and to reward such persons, who, after all, are the choice spirits of the teaching profession "Blessed are the meek," the Bible says, and they should be *helped* to "inherit the earth."

Suggestions regarding qualified candidates may be obtained by communicating with the employment offices of the colleges and universities, especially those which have excellent departments of school administration. They may be obtained also from local school employees and other persons engaged in educational work. Although the board should obtain suggestions from all competent sources possible, it alone has the responsibility of making the final selection, in meeting that responsibility it should not permit itself to be "bossed," especially by any individual or group which has a selfish

interest to promote. The board has the responsibility of filling a most important and difficult position, it should not be concerned about merely giving someone a job. It should never extend a favor to any person or group which it could not extend to all persons or groups in the community.

**5. What consideration for the position
of superintendent should be given to local
school employees or to former residents?**

Local school employees or former residents who are qualified for the position should be considered, but local residence should never be the determining factor in filling the position, neither should non-residence be the determining factor. *Ability* should be the determining factor in filling any position, and a tariff should not be levied against it. An efficient teacher, principal, supervisor, assistant superintendent, or other local employee does not necessarily have the qualifications to become an efficient superintendent. When local employees have qualifications which are equal to those of non-residents, it will usually be a good tonic to the local employees if one of them is promoted to the position. When the qualifications of residents are not equal to those of non-residents, it will not be a good tonic to local employees to promote a resident. No person is entitled to a public position unless he is the best qualified for it, and when a school board member or any other public official knowingly violates this rule, he plays favorites and disregards a public trust.

**6. What investigation should the school board make
of all persons who are being seriously considered
for the superintendency?**

The qualifications of all persons who are seriously considered for the superintendency should be carefully investigated

and evaluated before the decision is made to employ one of them. The board should make sure that it is not buying only a "glib talker" or some other type of cheap veneer, it should remember that "a parrot can talk" and that "a skunk has beautiful fur" It should know that it is easier to "hire" an efficient superintendent than it is to "fire" an inefficient one. Information on any candidate may be obtained through using such procedures as the following.

1. Write to his references Write also to other competent persons who know him but whom he has not given as reference

"To-whom-it-may-concern" recommendations and unsolicited letters should not receive much weight Unsolicited letters are likely to be overstatements.

All letters written to the board should be kept in strict confidence. They should never be shown or given to a candidate

2. Read and evaluate reports which he made for other school systems or for other educational purposes

3. Visit, if possible, at least the last community in which the candidate has worked, and talk to school board members, school employees, and other representative citizens concerning him One or two board members, appointed by the whole board, will be sufficient to do this visiting and to report to the whole board

4. Ask him a few questions on local school problems. The manner in which he answers them will give an indication of his judgment and of his whole personality Avoid getting into an argument with any candidate.

- 5 If the candidate is married, as he usually will be, check upon the education, common sense, and character of his life partner and chief helper, that is, his wife.

The board can never be too sure of its decision on the vitally important matter of selecting its superintendent, and it

will, therefore, use every reasonable procedure which promises to be helpful. Of course, some candidates probably will show in their written or oral applications that they are not to be employed, thus making wasteful any further consideration by the board.

7. What provisions should the school board make for interviewing candidates for the superintendency?

Although the procedure requires much time, it is advisable for each board member to make himself available for an interview with each candidate for the superintendency, provided the candidate seeks the interview. If this provision is not made, a "Solomon" may be neglected and the board will risk being criticized for being partial. The purposes of the interview should be to permit the board members to become better acquainted with the qualifications of the various candidates, and to permit the candidates to become better acquainted with the opportunities and the duties of the position.

By means of individual interviews, and through written applications and other information, the list of candidates may be reduced to the three, four, or five best qualified persons. Then arrangements can be made for each candidate to meet the board in a special meeting. At this meeting each of the candidates on the final list should be given ample time to state his qualifications and to interview the board as well as to be interviewed by it. During these interviews no one should be present except the board members and the candidates, in other words, the meeting should not be public. The candidates should be interviewed individually, not as a group. Moreover, in order that the candidates may not be embarrassed, the discussions of all interviews should be kept confidential by the board members. The name of only the successful candidate should be given publicity.

- 8 What unfair means and other undesirable influences should the school board guard against in selecting a superintendent?**

The board should guard against being influenced by anything except the qualifications of the candidate. It should frown upon any attempt of a candidate or his friends to use "political," church, fraternal, college, or similar connections to advance a candidacy. It should "take with a grain of salt" any information, favorable or unfavorable, which it does not formally solicit concerning a candidate. It should be led to wonder when a candidate is actively supported by one or more employees of the school system or by a concern which does business with the schools. Such support need not have a selfish motive, but it often does have. The board must always be on its guard against any persons who seek to advance their own interests at the expense of the public interest.

- 9. How should the applicants for the position of superintendent be kept informed by the board of the progress of their applications?**

Even though it may be necessary to use a mimeographed letter in the procedure, the receipt of an application should be acknowledged immediately, and all candidates should be notified as soon as the position is filled. In replying to a letter of application for the position of superintendent it would be helpful for the board to state the general qualifications which it is demanding, the approximate salary to be paid, and any other conditions pertaining to the competition. Fairness and courtesy demand that such steps be taken by the board to keep all candidates informed and to prevent them from wasting their time as well as the time of the members of the board.

10. Should the board give publicity to the names of the candidates for the superintendency?

Since publicity is usually, if not always, embarrassing to unsuccessful candidates and serves no purpose except to satisfy idle curiosity, it should not be given to unsuccessful candidates. Publicity should be given only to the *successful* candidate. The same procedure regarding publicity should be followed in filling all school positions. The public will not resent this policy if it is consistently and honestly carried out, because the policy is in the public interest.

11. Should a board member promise a candidate his vote for the position of superintendent?

Since such a promise closes the door against any further information and against all other candidates, it should not be given to any candidate by any board member, moreover, no candidate should request or expect such a promise. When a board member sponsors a certain candidate without having full information on all candidates, he is apt to create obstructions to obtaining the best superintendent; such a board member gives evidence of having a closed mind and of being more interested in the desires of a certain candidate than in the welfare of the schools. The board meeting at which the superintendent is to be elected is the only appropriate time and place to come to a final decision regarding one's vote. The interests of the public can best be served through this practice. A board member should not mortgage his final decision by making an early promise to any individual or group.

12. For what length of term should a superintendent be employed?

Most of the larger school systems contract with their superintendents for terms of two to five years, three years being

the usual term. In the small school systems, one-year contracts are usually found. Provided the superintendent has amply demonstrated his ability in other educational positions, most students of school administration favor giving him a contract term of two to five years for the first contract in order that he may have sufficient time to demonstrate his worth; after that contract has expired, they favor keeping him in office as long as his services are acceptable. Of course, many states have laws which govern the length and other features of contracts of school employees, and such laws must be followed. If the contract is not clear and not in accordance with state law, the board may become involved in litigation. This is always embarrassing to all concerned and demoralizing to the school system.

**13 How should the board determine
the salary of the superintendent?**

When the board is seeking a superintendent, it should set the salary range which it will pay, then attempt to find the candidate best qualified for that range. It should not request the candidates for any school position to compete on salary. In fact, the Code of Ethics of the National Education Association prohibits members of the teaching profession from engaging in such competition.

In setting the salary to be paid the superintendent the board should, provided it has sufficient funds, establish an amount at least as large as the average salary of superintendents in similar school systems of the state and nation, especially the forward-looking ones. Unless it can and does compete in salary with excellent school systems, the board risks the danger of obtaining a poorly qualified superintendent or of losing a well-qualified one to a community which pays a larger salary. The selection of a poorly qualified super-

intendent, at even a small salary, is the worst investment which a school board can make. The salary paid to such a superintendent is likely to be largely or entirely wasted, and the decisions which he makes or fails to make are likely to waste much more than his salary. The best superintendents are by no means plentiful, and they are in competition for the best salaries in their profession.

The superintendent should be paid on a twelve-months' basis. He should be given a vacation of two to four weeks during the summer months, and he should be expected to have adequate time for recreation, self-improvement, and home life.

When he is on school board business inside or outside the school district, the travel expenses of the superintendent should be paid by the board. Most of the large school systems provide an automobile for the superintendent to use while on business for the schools, and, of course, they pay the expenses of the upkeep of the automobile.

One of the best ways by which the board may show the superintendent its valuation of his services is to relieve him of time-consuming details as much as possible. In school systems having at least twelve to fifteen teachers the superintendent should be provided with a full-time clerk who can assume much of the office detail, thus freeing much of the superintendent's time for planning and leadership.

WORKING WITH THE SUPERINTENDENT

14 How may the school board help the superintendent to give the schools a successful administration?

Since he must obtain practically all his powers and duties from the school board, the best qualified superintendent in the world cannot succeed without the cooperation of the

School Boards and Superintendents

The state laws give practically all powers and duties relating to the management of the schools to the board, with a few of them to the superintendent. The board can, however, "hamstring" him, or it can permit and help him to become a real leader which he should be. Assuming that the superintendent is properly qualified, the board can help him in many ways to succeed.

First of all, the school board should regard the superintendent as the leader of the school forces of the community and should seek his recommendation on all school matters under its jurisdiction. This does not mean that the board should become a "rubber stamp" for the superintendent. Rather, the board should seek and carefully consider all such recommendations, but should reserve for itself the right to approve or reject them. An intelligent and fair-minded superintendent will not object to having his recommendations rejected occasionally. If he does object, he deserves to be criticized for

being himself too seriously and for perhaps wanting to be a lord of the educational destinies of the community.

Superintendents should realize that practically all school board members are honest and public-spirited, and that they wish to do everything possible for the schools. A superintendent should never forget that he is an *employee* of his school board, and that he must cooperate with the members of the board if he desires to continue to hold his position. To harmonize, the school board must know how to work with the superintendent, and the superintendent must know how to work with the school board. The school board must be the benefit of any disagreement.

In the second place, the board should make an early agreement with the superintendent regarding his duties and the powers of the board. This agreement should preferably be *in writing* as a part of the rules and regulations of the

board. An excellent example of such rules and regulations was given in answer to question 19, Chapter I, pages 23 to 26 of this book. But a good school system can be conducted for a long time without the superintendent "erupting" and foolishly *demanding* a statement of his powers and duties. There must be "teamwork" on the part of the board and the superintendent.

In the third place, the board should give the superintendent the task of executing all decisions of the board and support him in all reasonable and efficient performance of the task. It should not, however, request or expect him to execute unreasonable decisions, but the board should have the benefit of the doubt on whether its decision is reasonable or unreasonable.

15. Should a school system have more than one head or chief executive?

Most school systems have only one head or chief executive, namely, the superintendent. A few of the larger school systems, however, have two or more heads, consisting usually of a superintendent who directs the instructional program and a business manager who looks after finances, school buildings, supplies, and other business matters. The one-headed plan of administration is called the *unit* plan, while the many-headed plan is known as the *multiple* plan. Most multiple plans are dual.

All rural, village, and small-city school systems make the superintendent the only head or chief executive. Although a few school systems of the large cities have more than one head or chief executive, these are rapidly adopting the plan of having only one; they are more and more appreciating the fact that the business and financial side of school administration cannot be separated from the educational side. As Figure

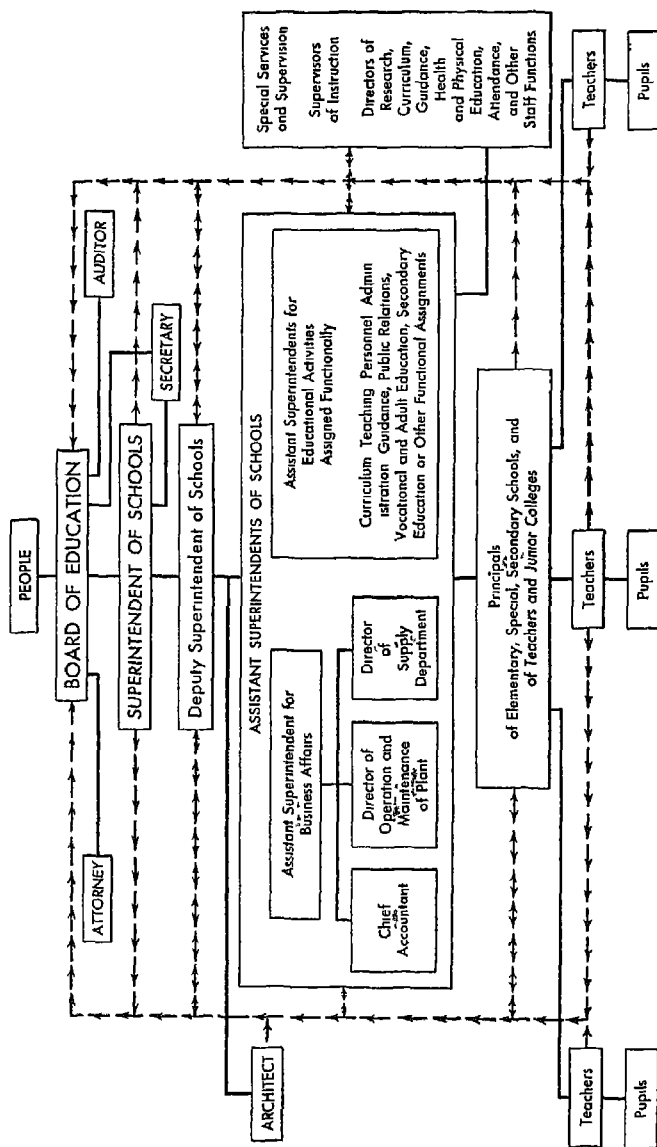


Figure 4 An administrative organization and staff recommended for a large city school system
 (From A Report of a Survey of the Public Schools of St. Louis, Missouri, p. 276
 Bureau of Publications, Teachers College, Columbia University)

4 indicates, large school systems may have one or more assistant superintendents who serve under the one head or superintendent

Practically all students of school administration believe that a school system should have only one head, namely, the superintendent. They favor the one-head plan for the following reasons:

- 1 The plan provides for centralized control, and such control is found to be working successfully in all other endeavors. It fixes responsibility. A school system needs only one head, as a company of soldiers needs only one captain or a corporation needs only one president

2. The plan prevents friction and duplication of effort which frequently exist when the school system has two or more heads. It obtains better schools at a smaller cost

Where there is more than one head, the board members should insist that the plan give way to the one-head plan, even when the change is opposed by the heads themselves, as it sometimes will be.

16. When should a school board dismiss its superintendent?

The superintendent should be retained in office only as long as he is efficient, possesses high character, and desires to remain. If he has become inefficient, has stolen school funds, is guilty of immoral conduct, or for some other reason is a handicap to the welfare of the schools, he should be dismissed. Unless the charges against him are very severe, such as those involving immoral conduct, he should be dismissed at the end of his contract, not during the contract, and he should be given at least a month's notice that his contract will not be renewed. During the life of his contract an employee

cannot be dismissed except for the causes stipulated in the contract or in the laws of the state. These causes must always be acceptable to the courts, provided the superintendent questions his board's decision, when they are not acceptable, the dismissed employee may claim and collect any back salary as well as the salary for the remainder of his contract.

The dismissal of the superintendent should be based only upon the board's dissatisfaction with his accomplishments in the school system or with his personal conduct, and such dissatisfaction should be based upon facts rather than upon rumors and unsupported opinions. It should not be based upon personal grudges against the superintendent either from within or without the board. Such grudges are often the result of small shortcomings in the superintendent, although he may have unusual gifts in all other respects. Before decision is made to dismiss the superintendent his strengths should be balanced against his weaknesses, and he should be given an opportunity to defend himself before the board. When these actions have been taken, the board should courageously make its decision, with the welfare of both the schools and the superintendent in mind. Its first loyalty should, however, always be to the schools rather than to the superintendent or to any other school employee.

School boards should realize that even the best superintendents sometimes make mistakes. The best will make many home runs, but they will also sometimes strike out. Sympathetic appraisal of the superintendent's *whole record* should be made when his retention is under consideration.

Unless the superintendent has committed a serious civil offense or is grossly inefficient, it will be advisable to offer him another position in the school system rather than to dismiss him from the system, the laws of many states require this procedure. He will often have the ability and energy to per-

form efficiently the duties of a teaching position, a principalship, or some other school position, but be unequal to the more arduous duties of the superintendency. Just as humane farmers lighten the work schedules of old and faithful horses or mules, so school boards should, if feasible, lighten the loads of old and faithful school employees until the retirement age has been reached. Although outright dismissal of an employee from the school system is sometimes necessary, it should usually be taken only as a last resort. The long-range interests of the schools and of the public will be served best through boards of education following the humanitarian policies just recommended.

Most superintendents who fail of reappointment fail because of not demonstrating one or more of the qualities listed on page 48.

17. Should the superintendent "fight" the decision of his board not to renew his contract?

When the school board has notified the superintendent that his services as superintendent are no longer wanted and that his contract will not be renewed, he should make up his mind that he will probably have to accept the decision as final. He has the privilege, of course, of "fighting" the decision, or of permitting his friends to "fight" it, but he and his friends will almost always find that the board will not change its mind on the matter. Such "fights" usually injure the standing of the schools and the prestige of the superintendent, and wise superintendents will not become a party to them.

Why some superintendents have not known, for at least several months, that they are no longer wanted, and why some of them want to remain when they know they are not wanted, is difficult to comprehend.

Financial Support of the Schools

PUBLIC RESPONSIBILITY FOR SCHOOL SUPPORT

1. What is the policy of the people of the United States regarding school support?

The faith of the people of the United States in education has been called by a European visitor our "national religion." This faith has led our people to develop the best school system in the world and to make it almost entirely free to all the people. In most foreign countries only elementary school education is free, whereas in this country high school as well as elementary school education is entirely free and college education is chiefly free.

The foreign school systems, especially on the high school and college levels, are designed to select and to prepare leaders, whereas our school system is designed to raise the educational level of the whole population. Our people have the firm belief that by raising the educational level of all the people they will obtain both intelligent leaders and intelligent followers. In a democracy the people deem themselves to be competent to select their leaders and to prescribe the powers and duties of those leaders. And in a democracy, also, the best leaders deem the people competent to perform the duties just mentioned.

In the United States the ideal has been to give every person who desires it, and who has the intelligence to obtain it, an education extending from the elementary school to and through the graduate school of a university. Our leaders have followed this ideal because they have believed that the welfare and progress of the nation and of each person in the nation could best be assured through the education of all the people. They have believed that equality of educational opportunity is the best single assurance of equality in economic, political, and all other opportunities. The greatest wealth of a nation exists in the amount and the quality of the education of its people.

2 What is the responsibility of the school board for financing the schools?

No organization can be run on thin air or on the good wishes of its friends. All organizations must be adequately financed, and schools are no exception to the rule. One of the largest responsibilities of the school board is to make certain that the finances of the school system are adequate and properly administered, in fact, it must perform in person many of the duties of finance because some of these duties cannot be delegated to the superintendent, the clerk, or any other employee. In the administration of the finances of the school system the board has the following responsibilities

1 It must see that sufficient revenue is obtained, at least in terms of the financial ability of the school district. If the present sources of revenue are not sufficient, it must try to find new ones. When occasion demands, it must request additional funds from the voters of the school district and must justify these requests. It must occasionally cooperate with other school boards in requesting the state legislature to make changes in the school finance laws.

2. It must make certain that all funds of the school district are spent without waste. In other words, it must endeavor to obtain 100 cents worth of education for each dollar expended.

3. It must adopt efficient accounting and auditing procedures for all funds of the school district. What constitutes such procedures will be discussed in a later section of this chapter.

THE INCREASING SCHOOL EXPENDITURES

3. How much have school expenditures increased during recent years?

It is common knowledge that school expenditures have increased tremendously during recent years. Since 1870, the expenditures for public elementary and high schools have increased more than forty fold. During the same period, the total population of the nation has increased only two and one-half fold, or one-sixteenth as rapidly as school costs. According to the United States Office of Education,¹ the total expenditures per pupil in average daily attendance in the United States have increased from almost sixteen dollars in 1870 to more than two hundred dollars at present. Of course, these expenditures per pupil have always varied widely among the states.

4. What are the explanations for the increases in school expenditures which have occurred during recent years?

All intelligent and honest persons will readily admit that the increases in school expenditures in the United States have been very large. All these persons will also admit that merely

¹ The United States Office of Education collects financial and other school statistics every two years, and these statistics may be consulted by anyone desiring the most recent data for the whole nation, for any state, or for any large city. The reports are published by the United States Government Printing Office, in a volume entitled *Biennial Survey of Education in the United States*.

to point out these increases without attempting to explain them is likely to give the schools a reputation for extravagance. School board members and superintendents should know the reason for the increases and should be able to explain them when school costs are unjustly attacked. The explanations are listed herewith

1. The increase in school enrollment is the most obvious explanation. This increase in enrollment has been particularly rapid in the high school, where the per pupil expenditures has usually been almost twice that in the elementary school. During the years immediately preceding and following World War II, the birth rate of the nation rapidly increased. This has brought into the elementary schools a tremendous increase in enrollment, and this increase is beginning to hit the high schools. It probably will continue for several years.

2. During recent years, especially during and following World War II, the purchasing power of the dollar has been much less than it was in former years, and this situation has required a larger expenditure to purchase the same amount and quality of education as formerly.

3. Much of the increase may be charged to the larger amount and the better quality of education provided the pupils. From the time of their establishment, the schools have constantly been improved. School terms have been lengthened, better qualified teachers and other employees have been obtained, better and more adequate school plants and supplies have been provided, more enriched curricula have been offered, and numerous school conveniences and services, such as pupil transportation, school libraries, free textbooks, and health services have been introduced. All these improved and increased services and conveniences have required the expenditure of more money.

Only when the public is convinced that increased expenditures are necessary, will it willingly pay the bills. These explanations, therefore, must be kept before the public in order

that it may understand that it is getting its money's worth. The fact that by far the majority of school board requests for increased school taxes have always been approved by the voters is convincing evidence that the people are interested in their schools.

5. Has the ability of the people to pay for schools kept pace with their expenditures for them?

There are two measures of ability to finance schools or anything else. These measures are the amount of (1) *wealth* and (2) *income*. In terms of their wealth and income, school expenditures have not kept pace with ability. Although the total school expenditures have increased rapidly, the percentage of the wealth and of the income devoted to the schools during recent years has declined. The percentages of the national income devoted to national defense and to old age pensions, during recent years, have far outstripped the percentage devoted to the schools. We, as a nation, in terms of our ability are tending to spend less for schools.

6. What have the schools accomplished which would justify the large expenditures for them?

This question has always been difficult to answer because of the impossibility of separating the influence of the school from the influence of other educational agencies such as home, church, theater, radio, television, newspaper, travel, work, and library. Much progress has been made in improving individual and social well-being, and it is reasonable to conclude that the schools have been a vital force in bringing that progress. Some of the improvements which the schools have helped to bring in American life are the following:

1. Since 1900, the death rate per inhabitant has decreased one-third and life expectancy has increased one-fourth.

2. Illiteracy is now only one-third as frequent as it was in 1900. The typical United States citizen (25 years old and over) has had approximately eight and one-half years of schooling, and the amount of schooling is increasing every year. It is unfortunate, however, that four persons in every one hundred persons have not received any schooling whatever

3. Our total national wealth has increased more than tenfold since 1900. And the per capita income of our people has also increased tremendously.

4. The per inhabitant circulation of newspapers, magazines, and library books has increased several fold since 1900. We have become by far the greatest "reading" people on the earth. And the development of radio and television has made us also the greatest "listening" and "seeing" people on earth.

5. The average worker now produces and consumes much more than his parents and grandparents. Moreover, his standard of living is much higher. Education develops tastes for the better things of life. The uneducated person is not apt to have those tastes, and he will therefore be content to live without the comforts and conveniences which characterize gracious living.

**7. What are the chief sources of revenue
which school boards now use?**

The average school district in the United States now receives approximately 95 per cent of its revenue from *local* and *state* taxation of such things as property, income, sales, inheritances, and natural resources. The remaining 5 per cent of the revenue comes from such sources as income from endowments and other permanent funds, tuition of non-resident pupils, rental of school property, and federal aid.

The chief source of school revenue in all states is the property tax, especially on real estate, approximately 60 per cent coming from it, however, the tendency is toward using the property tax less and other types of tax more. Most au-

thorities are agreed that the property tax has many shortcomings and that it will soon have to be largely supplanted by other types of tax. Much of the wealth of the nation is now of an intangible sort (stocks, bonds, commodities, machinery, merchandise, etc.); it is this intangible property which the property tax cannot easily reach and which other forms of tax such as income, sales, and corporation are being rapidly adopted to reach. The income tax is the best measure of ability to pay and should be used more widely than it is today in most states.

Unfortunately, the federal income tax is now so high that most states hesitate to adopt a state income tax. High federal income taxes will probably continue for a long time to deter the adoption of state income taxes; although that may be necessary to maintain our national security, it will be unfortunate for the schools in their search for more funds.

8. What are the governmental units of school support today, and what is the tendency regarding the use of these units for school support?

In most states there are now three governmental units of support for the elementary and high schools. (1) federal, (2) state, and (3) county and local. In the average state slightly more than one-half of all revenue is now being furnished by the county and local districts, chiefly the local districts in all states except the southern ones. The federal government furnishes approximately 2 per cent, practically all of which goes for vocational education in agriculture, home economics, industry, and the distributive occupations such as retail selling. The state government provides the remainder, which is slightly less than one-half of the total in the average state. The percentages provided by the various units of government are shown in Figure 5.

In order that there may be greater equality in educational opportunity and in tax burden among the school districts of the state, the tendency is toward having the state furnish a larger percentage of the revenue for the public schools of the state. Every state now gives a large amount of state aid for schools, and the tendency has been to increase the amount. In several states more than one-half of all school revenue is furnished by the state, and in Delaware more than 90 per cent is provided by the state. When the state provides too large a percentage of the revenue, there is danger that local districts will lose interest in their schools because they do not have enough of the responsibility for supporting them. Just as parents must be on guard lest they pauperize their children by doing too much for them, so the state can pauperize school districts through giving too much state aid.

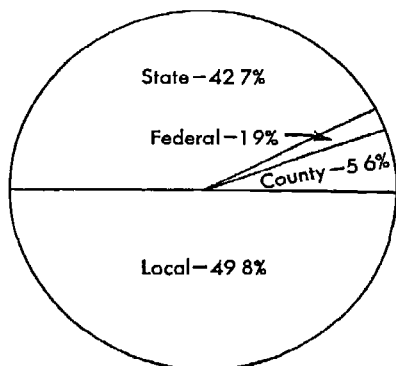


Figure 5 The units of school support in the United States and the approximate percentage of revenue provided by each unit. These percentages vary, of course, in different states.

The same arguments which are made for providing state aid for schools may also be made for providing federal aid for them. Large differences in per-pupil expenditures for schools are found among the states. Some of the states spend almost twice as much per pupil as the average state, and some of them spend five times as much per pupil as other states. These large inequalities in expenditures result in large inequalities in educational opportunities among the states, and they have called forth the suggestion from many of our citi-

zens that federal funds for elementary and high schools be regularly granted to the states, especially to the states which have low financial ability. Many of our citizens, however, are opposed to federal aid for the schools because of the dangers of pauperizing the states and of obtaining federal control of the schools

At present, federal aid is given only for *vocational* (agriculture, home economics, trades and industries, and *distributive*) education. By distributive education is meant education which prepares a person for engaging in retail selling and in other occupations concerned with the distribution of goods and services. For classes in vocational education the federal government pays approximately one-half of the cost, while the state and the local school districts pay the remainder. School boards wishing to establish such classes should request their superintendent to make application for funds to their state department of education.

9. How may the school board meet a financial stringency in the school system?

Owing to business depressions, to large increases in enrollment, or to poor financial management, practically every school system faces hard times or a financial stringency from time to time. The three following steps may be taken by the school board to meet such a stringency, and the first two steps should always be taken whether there is a stringency or not

1 The board should make all financial economies that are reasonable. In attempting to obtain economies, false ones should not be mistaken for real ones. When money is saved and the educational opportunities of the pupils are not harmed, a *real* economy is effected. When money is saved through the curtailment or the elimination of a school service, and the educational opportunities of the pupils are injured more than they would have been harmed

through the curtailment or the elimination of some other school service, a *false* economy is practiced. If the expenditures of a school system must be decreased, services which make the least contribution to the welfare of the smallest number of pupils should be curtailed or eliminated first

2. It should see that all moneys to which the schools are legally entitled come in. To obtain that result, it should do such things as the following: make sure that all nonresident pupils pay their tuition or have it paid for them by their home school district or the state; obtain the highest rate of interest, consistent with safety, on all funds in depositories, obtain all state aid and federal aid to which the district is entitled; make sure that the city council, mayor, county budget commission, or similar authority deals justly with the schools; and see that all miscellaneous funds, such as rentals, fines, income from permanent funds and endowments, and proceeds from the sale of sites, buildings, equipment, and supplies, are forthcoming

3 If taking the two steps just mentioned does not provide sufficient revenue, the board has the two following alternatives. First, it may attempt to obtain additional revenue through such means as requesting the people to vote an additional tax, second, it may curtail expenditures, starting first on those items which make the least contribution to the educational welfare and progress of the smallest number of pupils.

KEEPING FINANCIAL ACCOUNTS

10. Why should the board arrange for proper records to be kept of every important school transaction?

School records must be kept in order that ample, accurate, and meaningful information will always be available as the basis for all opinions and decisions of school officials and employees on the finances of the school system. Every school system which desires to be efficiently administered must systematically collect, file, and use information which will show the operation and the efficiency of the school system

as a whole and in each of its parts. Records must be kept which will provide information on the efficiency of every employee, every pupil, and all important equipment. Among the records which must be kept are those of teachers, principals, supervisors, janitors, bus drivers, nurses, attendance officers, pupils, budgets, repairs of buildings, insurance of buildings, school bonds, school expenditures and receipts, cafeteria and other internal accounts, books, supplies, and equipment inventories. The school board should expect and require its superintendent to take the lead in placing in operation a system of records adequate for the school system. Moreover, it should give him authority to require all school employees to keep any necessary records and to make any necessary reports. These matters, however, are policies, and like all policies should be submitted to the board for amendment, approval, or rejection.

11 What are the purposes of school financial accounting?

Efficient accounting of school funds has the following purposes: (1) it aids in preparing the budget for the succeeding year, (2) it helps in making studies of cost and efficiency, (3) it shows the amount of funds at all times and thus helps to make sure that expenditures will not exceed appropriations, and (4) it makes possible the auditing of accounts to ascertain whether school officials and employees have been honest

12. What characteristics should a school financial accounting system possess?

In many states the accounting forms for all school systems are prescribed by the state department of education, the state auditor's office, or some other division of state government. An accounting system should combine *simplicity* with *adequacy*. Simplicity is necessary because many school clerks

are not well trained in financial accounting procedures; however, simplicity should not be carried so far that the system becomes inadequate to meet the purposes of financial accounting which were mentioned in the answer to the preceding question.

In addition to having simplicity and adequacy, an efficient accounting system should follow the best practice in its classifications and definitions. The income ledger should make provision for all sources of revenue which the state laws provide. The expenditure ledger should follow closely the headings found in the school budget form which is shown in Figure 7, pages 86 to 89. Such classification of expenditures is recommended by the United States Office of Education, the United States Census Bureau, the National Education Association, the Association of School Business Officials of the United States and Canada, and many other national and state agencies and authorities. Accounting forms which follow these classifications may be obtained at small cost from various stationary firms and school-supply houses. The following advantages would be obtained if school systems used a uniform accounting system of the sort just described:

1. A uniform system would make possible a comparison of the financial practices in one school system with those in other school systems. Those comparisons are particularly helpful in budget making and in studies of costs.
2. The training of school clerks, superintendents, and other school employees in financial accounting procedures would be easier because there would be only *one* financial accounting system with which these employees would need to become acquainted.
3. Reports could be made more easily by local officials to the United States Office of Education, the state department of education, the county auditor, or similar agencies.

4 The income and the expenditures of each school system could be audited more quickly and accurately, and a meaningful report of the audit could be more readily made to the people of the school district

If a uniform accounting system is not now in effect, a school board should direct its superintendent and its clerk to install such a system as soon as it is practical to do so. But the board should require the system that is recommended to be submitted to it for its approval or rejection.

**13. How may school boards obtain
more efficient clerks?**

One of the greatest needs in school administration has always been better qualified clerks to keep the financial records and accounts. In many school districts, especially in those of the rural and village communities, the school clerk has little knowledge of the purposes and the procedures of school financial accounting. This shortcoming results from various factors. It frequently results from the clerk being elected on a "political" or some other unjustifiable basis, it sometimes results from the fact, especially in small school districts, that persons qualified for the office do not live in the school district, or if they do live there, they refuse the office because of the small salary offered. In practically all rural and village school districts, the position of school clerk is a part-time one and pays only a small salary.

The school clerk should be selected only on the basis of his ability to perform efficiently the duties of the office of clerk. Small and adjoining school systems could obtain more efficient clerical service if several of them went together and employed a full-time and trained clerk who would work for all of them. Small school systems should also consider the feasibility of

employing a person full time to serve as clerk and to perform some other school service or services such as acting as school librarian, secretary to the superintendent, attendance officer, or commercial teacher. Since full-time employees usually give better service than part-time ones, either one of these moves would make for economy.

If the clerk collects and disburses the funds of the school district, he should be required to give an adequate bond to guarantee his financial honesty and to protect the district against any possible dishonesty; most states have laws which make this requirement. In fact, all officials and employees who handle school funds should be required to give such a bond. The cost of the bond should be paid from school funds, and the amount and type of the bond should be approved by the school board. A bond written by a reputable bonding company is to be preferred over a personal bond

**14. What procedure should the school clerk use
in filing bills and other financial documents?**

As soon as the bills are received, the clerk should file them in chronological order and in a special place, so that none will be lost or misplaced. Before presenting any bill to the board for authorization of payment, the clerk should examine it carefully to make certain that it is accurately itemized. If any discounts are offered for payment of bills within a specified period of time, arrangements should be made to take advantage of them. Efficient business procedure demands that bills be presented promptly and not allowed to run for more than a month or two before being paid.

No payment should ever be made on the basis of a mere oral statement. A bill should always be required. If the original bill has been lost, another copy of it should be obtained before payment is made.

When payment of a bill has been allowed by the board, the clerk should prepare a voucher. Copies of all invoices, payrolls, and purchase orders and certificates should be attached to the voucher jacket. The vouchers and all pertinent material pertaining to them should then be filed in numerical order and placed in a convenient file for reference until audited. After they are audited, they should be filed permanently by years in a convenient place in order that they may be available for reference if needed. File boxes or other filing equipment should be furnished the clerk for such purposes.

The clerk should also keep all paid warrants for auditing. When these are returned from the bank, they should be sorted and placed in numerical order and then checked to see whether they correspond to the checks issued. Following this, the record of the returned checks should be filled out in the cash book. The paid warrants should be filed for reference and kept for a few years. The laws of most states permit the paid warrants to be destroyed after five years.

All other valuable papers such as enumeration reports, the annual budget, financial statements, contracts of all kinds, paid bonds and interest coupons, bond of the depository, deeds for school property, and insurance policies should be filed separately in the manner suggested for bills. Most of them should be kept several years for reference. All the more valuable papers, such as deeds for property, insurance policies, and contracts, should be kept in a locked box in the safe-deposit vault of a convenient and responsible bank. Every school district should also have a vault or safe for keeping its other records, such as those pertaining to pupils and employees, in fact, if the school safe or vault is large enough, it may be used for keeping all school records and other valuables.

15. What financial reports should the school board make?

The importance to the public of financial reports made by school boards can hardly be overestimated. Such information should be presented regularly by every board, because the faith of the public in the financial honesty and competence of the board is determined largely by it. Care should, therefore, be taken to make certain that such reports are prepared and presented accurately and clearly. Unless they are thus prepared and presented, they will not be read and are likely to be misleading.

The financial report which school boards most frequently make is the "income and expenditure" statement, which indicates the amount of money received from each source and the amount expended for each school service or purpose. Practically all states require such a statement to be made at the close of each fiscal year, and many states prescribe the type of information which the statement shall contain. Most states require that the statement be published at least once in a newspaper of general circulation in the community, other states, especially those of New England, permit or require the board to publish it in bulletin form. Whether required by law or not, such a statement should be published annually in some form, and wide circulation should be given it among the residents of the school district. A good annual report contributes to good public relations.

16. What audit should be made of school funds?

The laws of most states provide that the accounts of all financial officials of the public shall be audited at least once every two years. The laws usually require also that this auditing be done by representatives of the state auditor's office or of some other designated branch of state government. The

chief purpose of the audit is to make sure that public officials do not violate the laws of the state in the handling of their funds. For the protection of the public and of itself, every school board should provide for an audit of its funds at least once every two years, although the state laws may not require it; an annual audit would be even more desirable than a biennial one. The board should also see that ample publicity is given to the outcome of all audits. This publicity may be best given through the local newspaper or newspapers.

17. What supervision should the school board give to the funds of cafeterias, athletics, the book and supply store, and similar departments?

The school board should make certain that efficient practices are followed in the collection and expenditure of these private funds. It should protect such funds and the reputations of all pupils and employees who have the custody of them by establishing certain rules and regulations for their management. Among other provisions, these rules and regulations should provide for an annual audit of all such funds and for proper publicity for the audit.

18. What provision should the school board make for equipment inventories?

The board should arrange for an annual inventory, usually at the close of the school year, of all equipment belonging to the schools. Such a check can be made by principals, teachers, janitors, and other school employees. It should be supervised by the superintendent of schools or by someone appointed by him. It should include a listing or a checking of all items of movable equipment such as desks, chairs, bookcases, filing equipment, maps, globes, typewriters, tools, laboratory ap-

paratus, and pictures. It should be taken for the following reasons:

1. It helps to prevent the loss or misplacement of equipment by giving school employees and pupils a greater feeling of responsibility for these school possessions

- 2 It aids the school board in determining the amount of insurance to carry on school equipment. It also aids the board in settling claims for losses, because it shows the equipment that was damaged or destroyed.

3. It facilitates the replacement or the repair of destroyed, damaged, or stolen equipment

- 4 Since it shows the amount of equipment on hand, it assists in preventing the purchase of unnecessary equipment

- 5 By showing the amount, the cost, and the date of purchase of equipment on hand, it aids in calculating the amount of depreciation on the equipment, since depreciation is an element in cost, the amount of depreciation must be known before school costs can be accurately determined

Making the School Budget

DEFINITION AND IMPORTANCE OF A BUDGET

1. What is a school budget?

A school budget is a statement which analytically lists (1) the anticipated *revenues* and (2) the predicted *expenditures* of the school system for one year. This year is known as the *fiscal year*, which is not always the same as the calendar year or the school year. In most states, however, the fiscal year is the same as the school year. It usually extends from July 1 to June 30, but many other dates for its beginning and its ending are in use in the various states.

The school fiscal year should be the same as the school year, because the fiscal year should serve the school year. Making the fiscal year serve two school years contributes to much more difficult school budget-making.

2. Why should every school system operate under a budget?

In most states school boards are required by state laws to make a school budget for each fiscal year. Moreover, the laws usually prescribe, at least partly, how and when the budget shall be made.

The budget should be regarded as a financial and educational plan for the school system, and like all good plans it should be carefully made. As will be seen by a glance at Figure 6, such a plan consists of three parts—*educational, income, and expenditure*. The budget affects the school system in all its parts. The proposed expenditures should be based upon the educational needs and the financial ability of the school district. Preparing, defending, and using the budget is one of the most important as well as one of the most difficult tasks which the school board has to perform.

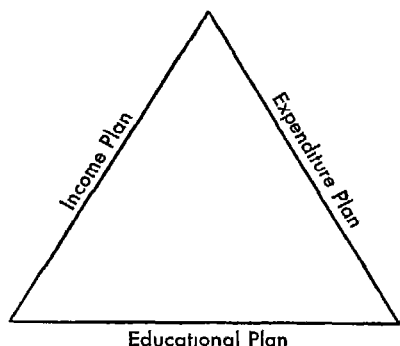


Figure 6 The three plans necessary in school budget making. The foundation should be an educational plan for the school system, upon this the income and expenditure plans should be based, and all three must coordinate

PREPARATION OF THE BUDGET

3. What is the responsibility of the board for preparing the budget?

The school board should prepare the budget in cooperation with the superintendent and other members of the administrative staff of the school system. Since the superintendent knows, or at least should know, more about the needs of the schools than any other person, the board should delegate to him the task of drafting the budget and presenting it to the board. The board, of course, should always reserve the right to counsel, to amend, and to approve. In considering the budget the board should not eliminate, increase, or de-

crease any item until the superintendent has been consulted. The school board should seek the people's help in determining the school needs and the community's ability and willingness to pay for the school program, *willingness* is especially important. Each board member should be presented a copy of the proposed budget by the person who drafts it.

4 In how much detail should the school board expect the budget to be analyzed?

The board should require the superintendent and his co-workers to analyze the budget in rather large detail. The budget should show the amount of money expected from each source of revenue and should indicate the proposed expenditures for each phase of the work of the schools. Moreover, the board should insist that pertinent information, which will help to explain and to justify each item, be collected and made available to it. A budget should be based on detailed information rather than on hunches and unsupported guesses. A lump-sum budget is of little value, because its estimates are likely to be either too large or too small; in fact, such lump-sum estimates are *not* a budget.

5 How may the school board determine whether the budget is well proportioned?

The school budget should be well proportioned—that is, neither too large nor too small an expenditure should be made for any item. Those budgets are best which give as much as possible for instructional services (teachers' salaries, educational supplies, textbooks, etc.) and as little as possible for other things without, of course, crippling the contributions of these things to instruction. It should be reiterated that the school exists only to provide instruction for its pupils; it does

not exist to furnish positions or profits to anyone, except as a reasonable payment for service to the schools.

An excellent means by which school officials may inform themselves on whether their budget is well proportioned is to compare the percentages spent for the several items of the budget with the percentages spent in former years, and with the percentages spent for the same items in the budgets of similar communities. Of course, such a comparison merely helps to make school officials better acquainted with their former and their present practice and suggests that they further examine the practice, it does not necessarily tell them whether their present practice is what it should be.

According to regularly published statistics of the United States Office of Education, the percentage distribution of expenditures for current purposes in the average school system does not vary much from year to year. The following percentages went to the large items of *current* expense in the average school system of the United States during the most recent year for which data are now available from the United States Office of Education:

General Control	4 8
Instruction	69 4
Operation of School Plant	10 4
Maintenance of School Plant	3 4
Auxiliary Agencies	7 4
Fixed Charges	4 6
<hr/>	
Total Current Expense	100 0

A glance at Figure 7 will give the reader an acquaintance with the more detailed items which are included under the large divisions of current expense, those large divisions are General Control, Instruction, Operation of School Plant,

I RECEIPTS

ITEMS	<i>Receipts Last Fiscal Year (1953)</i>	<i>Receipts This Fiscal Year (1954)</i>	<i>Estimated Receipts Next Fiscal Year (1955)</i>
1 Unencumbered balance			
2 Local-tax levy			
3 County-tax levy			
4 General state aid			
5 Section 16 and other permanent funds			
6 Depository interest			
7 Non-resident tuition			
8 Evening-school tuition			
9 Rentals			
10 Sale of sites, buildings, or supplies			
11 State aid for vocational education			
12 State aid for deaf			
13 State aid for blind			
14 State aid for crippled			
15			
16			
17			
18			
19			
20			
21			
22			
23 Miscellaneous			
Total			

	1953	1954	1955
Tax Duplicate	_____	_____	_____
Tax Rate for Schools	_____	_____	_____

Name of School System _____

Fiscal Year for this Budget _____

Figure 7 Suggested form for the final school budget

II. EXPENDITURES

ITEMS	Expenditures for 1953	Appropriation for 1954	Estimated Needs for 1955	Increase or Decrease of 1955 Request over 1954		Percentage Increase or Decrease
				In-crease	De-crease	
1 General Control						
a Board of education—secretary's office						
b. School census						
c Operation and maintenance of general offices						
d Salary of superintendent of schools						
e Salary of superintendent's clerk						
f Enforcement of compulsory-education laws						
g. Expense fund						
h						
i						
j Other expenses of general control						
Total expenses of general control						
2 Instruction						
a Salaries of supervisors of grades and subjects						
b Other expenses of supervisors						
c Salaries of principals and their clerks						
d Other expenses of principals						
e Salaries of teachers						
f Textbooks						
g Stationery and supplies used in instruction						
h Commencement						
i						
j						
k Other expenses of instruction						
Total expenses of instruction						
3 Operation of School Plant						
a Wages of janitors and similar employees						
b Fuel						
c Light and power						

II. EXPENDITURES (Continued)

ITEMS	Expenditures for 1953	Appropriation for 1954	Estimated Needs for 1955	Increase or Decrease of 1955 Request over 1954		Percentage Increase or Decrease
				Increase	Decrease	
3 Operation of School Plant (<i>Cont</i>)						
d Janitors' supplies						
e Care of grounds						
f						
g						
h Other expenses of operation of plant						
Total expenses of operation of plant						
4 Maintenance of School Plant						
a Repair of buildings						
b Repair of grounds						
c Repair and replacement of equipment						
d						
e						
f Other expenses of maintenance of plant						
Total expenses of maintenance of plant						
5 Fixed Charges						
a Employees' retirement						
b Workmens' compensation						
c Building insurance						
d Rent						
e						
f						
g Other fixed charges						
Total expenses of fixed charges						
6 Debt Service						
a Payment of bonds (<i>direct</i>)						
b Payment of bonds (<i>sinking fund</i>)						
c Redemption of short-term loans						
d Interest on bonds						
e Interest on short-term loans						
f						
g						
h Other expenses of debt service						
Total expenses of debt service						

II EXPENDITURES (Continued)

ITEMS	Expenditures for 1953	Appropriation for 1954	Estimated Needs for 1955	Increase or Decrease of 1955 Request over 1954		Percentage Increase or Decrease
				In-crease	De-crease	
7 Capital Outlay						
a Land						
b New buildings						
c Alteration of old buildings						
d Equipment of new buildings and grounds						
e Equipment of old buildings exclusive of replacement						
f						
g						
h Other outlay expenses						
Total expenses of outlay						
8 Auxiliary Agencies and Miscellaneous						
a. Libraries						
(1) Salaries						
(2) Books						
(3) Other expenses						
b Promotion of health						
(1) Salaries						
(2) Other expenses						
c Transportation of pupils						
(1) Salaries						
(2) Other expenses						
d Board and lodging of pupils in lieu of transportation						
e Provision for lunches						
f Recreation and playgrounds						
g Social centers						
h Indigent children						
i Pupil tuition						
j						
k						
l Other expenses of auxiliary agencies, etc						
Total expenses of auxiliary agencies, etc.						
Grand total						

Maintenance of School Plant, Auxiliary Agencies, and Fixed Charges. Because expenditures for Debt Service and Capital Outlay vary so much in most school systems from year to year, they should not be included in a percentage distribution of current expense for any year. Expenditures for Debt Service and Capital Outlay should be regarded as *permanent*, or *non-current*, expenditures, not as current ones. A further glance at Figure 7 will indicate the kinds of expenditures which are listed under Debt Service and Capital Outlay (items 6 and 7.)

6. Should the budget be padded?

By padding a budget is meant asking for more revenue than is needed or expected. Some school officials prepare their budget with the expectation that it will be cut a certain amount, and they therefore pad it up to the amount which they estimate it will be cut. They try to outguess, if not mislead, the person or persons who must approve the budget.

Padding the budget should not be practiced. It is a species of dishonesty and is certain to result in suspicion and distrust of the budget makers on the part of the reviewing or approving authorities. School officials should make their budget requests on the basis of educational needs and reasonable expectations of revenue, then be ready to take off their coats and fight for these requests if necessary. In the long run, the personal fortunes of school officials, as well as budget requests, are certain to fare better if a policy of strict honesty is followed in making the budget.

7. During what time of the year should
the budget for the next year be made?

Most states have enacted laws which prescribe that the budget shall be prepared and adopted at least sixty days before

the beginning of the fiscal year for which it is made. Authorities agree that this is the best way. If it is made earlier than this, the task of estimating school needs will be too difficult. If it is made later, there may not be sufficient time for holding necessary conferences on it and for making any needed revisions, moreover, if the time is too short, contracts for services and materials will have been made and obligations incurred before the budget has been adopted. It is not good practice to mortgage funds until they are certain to be available, "Deficit financing" can be used only by the federal government, and it has been used entirely too much there.

PRESENTATION OF THE BUDGET

8. How should the budget be presented to the authority which must review or adopt it?

Unless the laws of the state require the use of a particular budget form, a form similar to the one shown in Figure 7 may be used in presenting the budget to the reviewing or adopting authority. This particular form meets the recommendations of the United States Office of Education, of state departments of education, and of other school agencies and authorities. It works hand in glove with the financial accounting system recommended in the preceding chapter. Furthermore, it is not difficult to understand and to use.

School officials should be expected to be able to explain and to justify every request for funds and every estimate of income made in the budget. If an increased appropriation is requested, a justification for it should be especially given, and the wherewithal to meet the increase in expenditures should be shown. When the budget has been made on the basis of detailed information, such justification may be more easily made. A lump-sum budget is always difficult to justify and

should be avoided. Making a good school budget is more than a "guessing game"; it involves the highest type of educational statesmanship, and must, in the final analysis, largely determine the merit of a school system

9. What publicity should be given the budget?

Ample publicity should be given the budget, because the public is always extremely interested in how its money is being spent. This publicity may be given through the newspapers, through holding a public hearing on the budget, or through printing or mimeographing the budget in a small bulletin and presenting a copy to each home, in a few states the use of one or more of these methods is required by law. The major features of the budget can be presented in such a manner that public interest in and support of the budget will be obtained. With such interest and support the budget can hardly fail of adoption, and the public will be given greater confidence in its officials and its institutions. Budget publicity is effective public relations.

ADMINISTRATION OF THE BUDGET

10. How closely should the approved budget be followed?

It has already been stated that a budget is a *plan*, and plans are made to follow. This does not mean, of course, that the budget should be followed blindly, irrespective of needs. At best, a school budget is an *estimate*, and estimates of revenues and of expenditure needs cannot always be accurately made, especially several months in advance of the beginning of the fiscal year. Although revenues and expenditures may have been estimated with the greatest care, later events may prove the estimates to have been too high or too low

Often the school board will find it advisable to transfer funds from one item to another, provided the funds have not already been mortgaged for some other purpose, any such transfers, however, should be made only upon the recommendation of the superintendent and only with the school board's approval. To meet emergencies, such as might be caused by unexpected enrollments, unusually cold weather, floods, and cyclones, many school boards carry in every budget an unappropriated emergency fund amounting to from 5 to 15 per cent of the total budget, such a fund should be carried when the amount of revenue in the school district is sufficient to permit the establishment of the fund. Any emergency funds that are not needed in the year for which they were budgeted should, of course, be carried over to the next year, they should not be wasted on useless enterprises. They have, though, sometimes been largely wasted.

11. Should the budget be balanced?

Authorities in school budget-making agree that appropriations and expenditures should balance at the end of the year. Of course, a surplus is much more justifiable than a deficit. Borrowing money to pay current expenses is regarded as bad practice in school administration, particularly when continued over a long period, in fact, temporary financial disaster is likely to happen to a school system which pursues such a policy. The people of a school district expect the school board to provide the best schools possible with the money available, they are opposed to running the school district into debt to meet current expenses.

In order that the school board may know at any moment how much money remains in each fund, it should require its clerk or other financial officer to keep a system of accounts which will provide this information. Moreover, the board

MONTH	INCOME								EXPENDITURE								BUDGET		
	Local Taxes	State and Federal Aid	Rentals	Sale of Property	Tuition	Depository Interest	Other Sources	Total Income	General Control	Instruction	Operation of Plant	Maintenance of Plant	Fixed Charges	Auxiliary Agencies	Debt Service	Capital Outlay	Total Expenditure	Amount of Budget	Balance Available
July																			
August																			
To Date																			
September																			
To Date																			
October																			
To Date																			
November																			
To Date																			
June																			
To Date																			

Figure 8. Suggested form for making a monthly financial statement to the school board
 (Enough copies of this form should be mimeographed for at least one school year,
 one copy for each monthly meeting will be needed for each board member and each
 executive of the board. The form should include space for each month of the school
 fiscal year.)

should require this officer to make to each board member a monthly statement which lists the sources of income per month and to date, the amount of the budget, and the budget available. A sample form for making such a statement is shown in Figure 8.

Planning and Financing School Buildings

DETERMINING THE BUILDING NEEDS

1 How serious is the building problem of the schools today?

Already there is a serious school building shortage in the United States, and this shortage will probably continue for several years because of the rapid increase in school enrollment. A recent nation-wide survey by the United States Office of Education found that by 1957-58 this country will need 600,000 additional classrooms—222,000 to meet the increased school enrollment, 126,000 for the replacement of obsolete buildings, and 252,000 to take care of the backlog of former years.

Of course, this shortage is much more acute in some communities than in others, it is an outgrowth of the national increase in population and especially of the large shifting of population from some communities to others that have had better employment opportunities.

Making the problem of supplying the additional classrooms more severe than ever before is the present high cost of school buildings—from \$30,000 to \$35,000 per average classroom, if the related facilities such as offices, gymnasiums, and

toilets are included, some of the wealthier school systems have recently spent \$75,000 per classroom and their related facilities. To meet their school-building needs, many more communities will be required to have state or federal assistance.

- 2 Why should a thorough survey of school-building needs be ordered by the school board before a new school building is authorized or planned, and what information should such a survey obtain?

Such a survey should be ordered and made because school buildings are somewhat permanent and expensive, and it is possible to waste several thousand dollars through constructing a building that is improperly located, too large, or poorly adapted to the educational program of the community. And, worst of all, several hundred thousand dollars could be wasted in the erection of a large building that was not needed. In making a school-building survey the following information should be obtained:

1. Since new buildings cannot be justified until all the present buildings are used to capacity, the extent of use of all the present buildings should be learned

- 2 The number, the type, and the residences of the pupils to be immediately accommodated, and similar data for the pupils to be accommodated within the next few years, should be ascertained

3. The probable building needs of the entire school system should be estimated for the next five, ten, twenty, or thirty years, and every new building should be planned and located in relation to this program. As a part of this long-time program, the present buildings should be carefully inspected to ascertain how many are satisfactory for further use in their present condition, how many can be repaired and made satisfactory for further use, and how many should be soon or immediately abandoned. For

the expenditure of a few thousand dollars an old school building can sometimes be modernized so that it will serve for many more years.

3. Who should collect the information on the school-building needs of the community?

In most instances the superintendent of schools and his staff should be held responsible for collecting this information. When, however, the school system is very large and the administrative staff does not have time to collect the information, the school board should consider the advisability of employing an outsider or outsiders to make or to assist in making the survey. This outside service may usually be obtained at small cost from the department of education of colleges and universities.

SELECTING AND PURCHASING SCHOOL SITES

4. When should a school site be selected?

As a rule, the site should be selected and purchased, or an option taken on it, a few years before it will be needed for building purposes. This recommendation is made especially for cities, and particularly for those which are growing rapidly. Early selection, especially in the cities, is urged for the following reasons

1. It will assure a more desirable site, since there will probably be more vacant land from which to choose. Moreover, it will enable the school board to protest the establishment in the neighborhood of any business which would be harmful to a wholesome school environment.

2. It will obtain the site desired at a much cheaper price. Land values tend to rise rapidly in a growing neighborhood, especially when a new school building is contemplated for the area.

To summarize, the selection of a school site is too important to be made at the last minute. The site will stand for years as a monument, good or bad, to the school board that selected it.

5. Who should select the school site?

Just as they should cooperate in all matters of school administration, the school board and the superintendent should work together in selecting the school site. Of course, the school board must make the final decision, but should make it on the basis of adequate information collected chiefly by the superintendent and his staff. A good school site cannot be selected through guessing or dreaming, it can be selected only on the basis of many facts on school enrollments, safety, school environment, and other school matters.

6. How may community fights which often result from the selection of school sites be avoided?

Some of the most bitter community fights have resulted from the selection of school sites, and the scars of these fights have frequently remained for many years. It is natural for each parent to desire, if not insist, that the new school building be located close, but not too close, to his home, and it is also natural for owners and sellers of possible sites to urge the selection of those sites and their purchase at the highest price possible. Thus, it frequently happens that the "East End" becomes engaged in conflict with the "West End," or the "North Side" with the "South Side." These conflicts will often have to be compromised by the school board, but the conflicts are never *rightly* compromised unless the board has made its selection entirely on the basis of the best interests of the people of the whole community.

Although it is too much to expect that all community jealousies and rivalries can be eliminated and that all the

people of the community can be made happy over the site selected, these aims should be accomplished as nearly as possible. Greater public approval for the site which is to be selected may be obtained by the school board and superintendent using such procedures as the following.

1. Before selecting the site, formulate a list of standards which the site should meet, then follow that list (A suggested list of such standards will be found below, in question 7) Give these standards ample publicity through community newspapers, public meetings, and other available agencies. In brief, make all decisions with only the interests of all the children and the whole community at heart. Tell the people the bases on which the decisions were made and ask their help in improving the bases.

- 2 If several sites are under consideration, and if community factions are developing over the matter, consider the advisability of bringing in outside authorities to aid in the selecting, or to act as referees

Since the support of the community is necessary for a smoothly functioning school system, every possible effort should be made to avoid friction over the selection of a school site. It should be remembered, though, that there will be more friction over the selection of a *poor* site than will ever come from the selection of a *good* one.

7. What standards should a school site meet?

A school site should meet the following standards, or the best balance and coordination of these standards

1. The site should be centrally located to the pupils it is expected to serve. Elementary-school pupils should not be required to walk more than one mile and high-school pupils not more than two miles, of course, these distances should be decreased whenever possible. The direction in which the population is growing should be kept in mind, as well as the location of the present

population Spot maps locating both present and prospective enrollments should be constructed, such a map is shown in Figure 9 The direction in which the school population is growing may be obtained from a study of birth certificates, new factories, new residential districts, and extensions of public utilities. Getting such information is not difficult in most communities

The site should be located near, but not too near, streetcar lines, bus lines, and other public transportation facilities It should be located with convenience to the community interests (post office, church, lodges, stores, etc.) of the people

It should be located in a wholesome environment for the education of children It should be free from undue moral and physical hazards, unsanitary conditions, and similar influences. Nearness to such things as railroads, factories, dangerous bodies of water, airports, heavily traveled highways, bad odors, stone quarries, stockyards, cliffs, and forests which are likely to have ravaging fires, should be avoided

2 The size, shape, and topography of the site should meet proper standards. The *size* should be determined by such factors as the number of pupils to be accommodated, the availability of land at a reasonable price, and the type of school to be erected The site should be large enough to afford ample space for playgrounds, for placing the building, for landscaping, for experimental gardening, and for any probable growth in the enrollment of the school. In many states the size of sites for rural and consolidated schools is determined by state law The *shape* should be in dimensions of two by three, three by four, three by five, four by five, or of approximately one of these. The *topography* should not require too much expense for grading, it should be as level as possible.

3. The soil should be quick-drying, and should be free from decaying matter and artificial construction It should readily permit the development of a good lawn, landscaping, pupil gardening, and playgrounds

4. The drainage should be natural, or it should be possible to construct easily and cheaply an artificial drainage system The elevation should be proper, that is, neither too high nor too low

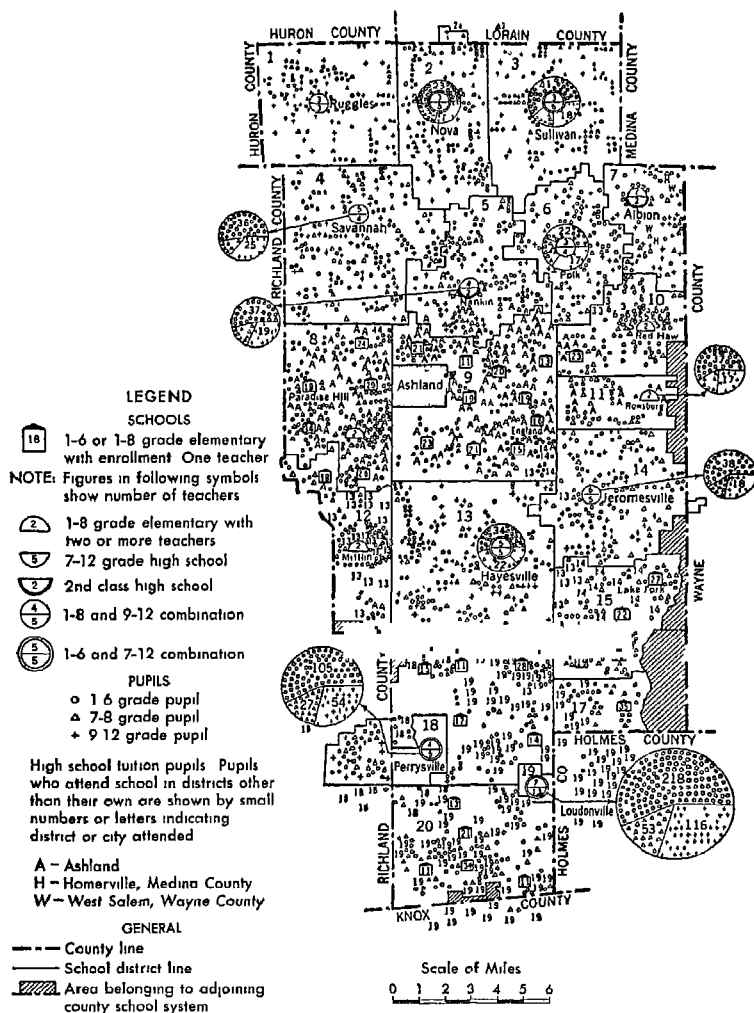


Figure 9 Spot map showing the number, types, and residences of pupils in Ashland County, Ohio (From T C Holy and John A McKnight, *Study of Local School Units in Ohio*, p. 196)

5. The water supply should be of a good quality and should be sufficient. This matter should be especially checked in rural communities, which must usually depend on wells for their water supply

6. Sunlight should be able to reach the site during the entire school day, or during as much of the school day as possible.

7. The cheapest site should be selected, provided it meets the other standards mentioned above. In rapidly growing districts the site should be selected and purchased a few years in advance of the erection of the school building.

All of these standards are very simple, but they are frequently forgotten by school boards and superintendents. They should be remembered and used.

8. After the school site has been agreed upon by the school board, how should it be purchased?

The method to be used in purchasing a school site should be determined by the local situation; there is no one best method which can be used under all conditions. However, one of the following methods should be followed

1. The school board may purchase the site *direct from the owner*, without the help of a third party. This method may be used when it is known that the owner is public-spirited and will therefore be likely to ask only a reasonable price for his property

2. The board may purchase the site through *the help of a third party*, without the owner knowing the identity of the purchaser. This method may be used when it is known that the owner would be likely to request a higher price from the public than he would from a private purchaser

3. The board may acquire the site through *condemnation proceedings*. In every state, the laws provide that property for public purposes may be acquired through this method. The method may be appropriately used in dealing with owners who

ask an unreasonable price for their property. Moreover, the use of this method stops the cry of graft, which is occasionally raised when sites for public buildings are purchased.

The tendency in practice is toward the use of the third method, because it seems to be fair to both buyer and seller.

9 Should school boards purchase land with the sole intention of selling it sometime at a profit?

School boards are not justified in purchasing land, or anything else, for purposes other than present or future school use. They should not use public funds to purchase anything with the sole intention of later selling it at a profit, in other words, they should not "speculate" with public funds, because speculation is hazardous and is not fair to the public.

OBTAINING ARCHITECTURAL SERVICES

10 What qualifications should the school architect possess?

More than any other person, the architect determines the merit of the school building. In planning and designing a building a well-qualified architect can save his salary many-fold, and a poorly qualified one can waste his salary many-fold. The architect largely determines whether the building will meet the educational needs of the community, whether it will be constructed without waste, whether it will be safe and healthful, and whether it will be beautiful or ugly. According to the Report of the Committee on Schoolhouse Planning and Construction of the National Education Association, a school architect should possess the following qualifications:

1 Familiarity with modern educational practice and the activities conducted in a modern school

2. Open-mindedness to suggestions and willingness to revise plans so long as they can be improved .

3 Originality and extended experience in school architecture. .

4 Professional spirit shown by his desire to secure the solutions that are best for the community and its children

5. Executive ability to keep all working harmoniously

11. How should the school board select the school architect?

He should be selected entirely on the basis of qualifications, not on the basis of local residence, "politics," "pull," or similar considerations. The two following methods of selection are now being used

1. The method which is almost always used is to select the architect *without an organized competition*. Under this method the board interviews the various applicants and non-applicants, inspects one or more buildings which each qualified candidate has designed, secures all other pertinent information on each candidate, then selects the person whom it believes to be the best qualified.

2. The other method, which is seldom used, is to select the architect on the basis of a formally announced and *organized competition*. In this method each competitor is required to submit tentative plans and drawings for the building. Most school authorities, as well as most architects, recommend that this method be used only when the first method fails. They do not recommend the method because (1) it is expensive, and (2) many excellent architects refuse to enter a competition.

The board, of course, should not select an architect who is the friend of a board member or the superintendent, unless he is the best-qualified applicant. It is always better to lose the friendship of an unqualified architect than to lose the respect of the whole community or any considerable part of it.

12. Under what conditions should the school board consider the employment of a full-time and salaried architect?

The employment of a full-time and salaried architect should be considered in large and rapidly growing school systems, because such systems always have sufficient new construction or major repairs under way to keep such an employee busy. Investigations in large cities, such as Philadelphia, St. Louis, and Cleveland, show that architects are obtained at much less cost on a salaried and full-time basis than in other large cities which employ their architects on a percentage basis.

When architects are employed on a percentage basis, the fee usually amounts to 6 per cent of the cost of the building, this fee covers the drawing and writing of plans and specifications and the supervision and inspection of construction. The drawing and writing of plans and specifications are usually allotted 4 per cent of the fee, while the supervision and inspection of construction are usually allotted 2 per cent

- 13 Why should a schedule of the rooms to be contained in the building be made by school officials for the architect before he begins drawing the building plans?

A schedule of the rooms to be contained in the building is necessary before the architect can begin drawing the plans for the building. This schedule should be based upon the educational needs of the community at the present time and for a few years ahead. It should be prepared by the superintendent of schools and his staff with the cooperation of the school board, and it should be approved by the school board.

The schedule of rooms should contain for each room the following information: (1) the grade or subject to be taught

in the room, (2) the location of the room in the building, (3) the pupil capacity of the room, and (4) the type and location of each large item of equipment to be used in the room. Any changes made in the information contained in this schedule should be approved by the school board upon the recommendation of the superintendent. The architect should be encouraged to suggest needed changes in the schedule, but he should not make any changes except with the approval of the school board and upon the recommendation of the superintendent.

PREPARING AND APPROVING PLANS AND LETTING CONTRACTS

- 14 What objectives should school officials and the architect keep in mind in preparing and approving the plans and specifications for a school building?

According to the Report of the Committee on School-house Planning and Construction of the National Education Association, the following objectives should be kept in mind in planning a school building

1. It should be adapted to the educational needs of the community.
- 2 It should make proper provisions for the safety of its occupants.
3. It should be healthful
4. It should be convenient
- 5 It should be so planned that it may be readily expanded and otherwise changed to meet future needs
6. It should be beautiful.
7. It should be constructed without waste

15. Why should the preliminary floor plans and the equipment plans for a school building be carefully inspected and approved by school officials?

Even the best architects are not *perfect*; therefore, careful inspection by the school board and its administrative staff of the preliminary plans will often bring suggestions for the improvement of the plans. After the plans have been approved by the school board, the architect may begin making the working drawings and writing the specifications for materials and workmanship, these, though, may often have to be revised before they are in final form.

16. What are working drawings and specifications, and why should they also be carefully inspected and approved by school officials?

The working drawings and the specifications may be regarded as the final plans for the building. As stated above, they are made by the architect, and he or his helpers must usually spend hundreds of hours in preparing them. They are the guide to the contractor of the building, and they are also the basis for the bids which prospective contractors make. They specify the kind and the quality of materials and workmanship which are expected to be used in each part and in each detail of the building. They should be inspected carefully and approved by the school board and its executive staff before bids from contractors are requested.

17. How may the best bids possible be obtained on building contracts?

An attempt should be made to obtain bids from as many contractors as possible, and this requires that the letting of the contract be properly advertised. Before a contractor can

place his bid, he must see the plans and specifications for the building and must know the conditions of the bidding, and sufficient copies of these materials must be provided by the school board.

Most states prescribe by law the manner in which building contracts shall be advertised and let. Circular letters to contractors, and advertisements in newspapers and builders' magazines, are regarded as excellent ways in which to advertise for such bids. The successful bidder should be required to give adequate bond to guarantee the satisfactory completion of the building within a specified period of time.

SUPERVISING AND INSPECTING CONSTRUCTION

18 Why is it necessary to provide proper supervision and inspection when school buildings are being constructed?

Such supervision and inspection must be provided in order that the school board may know that it is obtaining the materials and workmanship for which the contract calls. The board should make certain that all phases of the construction meet exactly the plans and specifications stipulated in the contract made between it and the contractor.

19 What methods of supervising and inspecting the construction of school buildings are being used?

The following methods are now being used. Each school board should select the method which would seem best to meet the needs of the local situation.

1. By far the most frequently used method is for the school board to make the architect responsible for the supervision and inspection.

2. The next most frequently used method is for the school to employ someone other than the architect to do the supervising and inspecting

3. The least frequently used method is for the supervision and inspection to be provided jointly by the architect and an employee of the school board. It has merit, but sometimes leads to disagreement

PAYING FOR SCHOOL BUILDINGS

20. Should new school buildings be financed through the sale of bonds or from the proceeds of current taxes?

The usual practice has been, and still is, for school boards to finance new school buildings through the sale of bonds, that is, through borrowing. The chief argument advanced for this plan is that it distributes the payment over the years of use of the building and does not place an undue strain in any year upon the taxpayer; this argument applies particularly to school districts which have only one or a small number of school buildings

The chief argument advanced against the bonding plan is that it requires a large interest charge, which in long-term bonds may amount to as much as the principal of the bonds. It is argued further that such debt is usually created in good times, but that the bonds must be retired and interest on them paid in bad times as well as good. Many financial authorities have begun to view with alarm our debt for schools and other public purposes

21. What are the two plans of bonding, and which is better?

The two plans of bonding and their relative merits are as follows:

1. The *serial-bond plan*, which makes provision for retiring a specified part of the total debt each year. This plan is required by state law in most states, and the tendency everywhere is toward its use. The plan should be used whether it is or is not required by the state.

2. The *straight-bond plan* (sometimes called *term-bond plan*) of retiring all the debt at one time, for example, in five, ten, twenty, or some other number of years. This plan is not recommended because the interest charges on such bonds often amount to more than the face of the bonds when they come due. When straight bonds are issued, a sinking fund should be created to pay off the bonds upon maturity.

22 What is a sinking fund and how should it be administered?

Webster's International Dictionary defines a *sinking fund* as "the aggregate of sums of money, set apart usually at fixed intervals, and deposited or invested to extinguish a debt, or for other purposes." Although the theory back of such funds is excellent, authorities in school administration are usually opposed to them because most school systems do not administer them efficiently. The funds are frequently used for other purposes, and at other times they are not properly invested.

23. In issuing and selling school bonds what further steps should the school board take?

The following further steps are suggested

1. See that all details of the bonds are in agreement with the laws of the state.

2. Advertise the sale of the bonds in ways which will obtain the best possible bids. The state laws usually prescribe the manner in which such advertising shall be conducted. The state laws must be followed.

3. Sell the bonds at a public sale rather than at a private one. Public sales obtain more and better bids, and they are fairer to all concerned.

4. Do not make the term of the bonds any longer than necessary, and never make it longer than the life of the improvement for which the bonds are issued. Bonds for equipment should be limited to ten-year terms; those for buildings and sites could be for longer terms, depending on their estimated lives.

5. Consider the advisability of having a recall provision in the bonds. This provision is especially recommended when interest rates are high. But bonds having a recall provision do not sell as well as those not having such provision.

6. Keep a record of pertinent information on all bonds. The information which should be kept is as follows. the total outstanding bonded indebtedness of the schools, the amount of bonds maturing each year, the improvements obtained by each bond issue, the time and place for paying the interest on each issue, and the name and address of the purchaser of each issue.

Use of School Buildings

PUPIL USE OF THE BUILDINGS

1. How much waste results when school buildings are not used to capacity?

A school building is used to capacity when every desk, or other pupil station, of every classroom is used during every period of the school day. The largest waste in school buildings is caused by the failure to use them, up to the standard just mentioned. When it is considered that the school buildings of the United States have cost more than \$15,000,000,000, and when it is remembered that they are used only eight, nine, or ten months of the year, only five days of the week, only six, seven, or eight hours of the day, and that thousands of classrooms are not used to capacity during the school day, the large waste in the unused buildings is brought forcibly to attention. Investigations have shown that a large number of school buildings, especially high school buildings, are used at less than two-thirds of their capacity during the school day, in other words, many school buildings are larger than they need to be.

Of course, the percentage of use varies from school to school and from school system to school system. As a rule,

The elementary schools make more complete use of their space than the high schools do, partly because their schedules are less complicated. In fact, because of recent large increases in school population, which were described in the preceding chapter, many classrooms, especially in the elementary schools, now have *too many* pupils in them.

2. What are the causes of the waste in unused buildings and how may they be eliminated?

Since failure to use school buildings to capacity results in a waste of several million dollars annually in the United States, the causes of the waste should be sought and eliminated. Much of the waste in unused buildings is the result of poor planning of the buildings before they are erected; this poor planning is evidenced by failure to estimate accurately the attendance in the whole school and the enrollments in the various subjects and classes. Much of the waste is also due to the inefficient scheduling of classes, especially in the high school. The waste in many communities has resulted from a decrease in school population, caused by many families moving to other communities.

The largest waste in school buildings is found in the small use of *special* rooms such as the auditorium, the gymnasium, the cafeteria, the shops, and the laboratories. In many schools these rooms are used only one or two periods per day. Modern school officials are taking two steps to eliminate this waste. First, in the erection of buildings, they are planning and equipping these special rooms in such a manner that they can be used for classes in English, history, and other subjects, second, they are adopting new types of school programs, such as the platoon program, which have as their chief purpose the making of capacity use of all parts of the plant throughout the school day.

3. When a school system has a shortage of school buildings, what may the school board do to relieve the situation until additional buildings can be provided?

The following procedures may be used to relieve such shortage

1. See that the present plant is used to capacity. Investigations have shown that, even in communities which claimed to have a school-building shortage, many buildings had classrooms which were not used throughout the school day. When these rooms were used to capacity, many more pupils could be accommodated, and more classrooms were not needed.

2. If feasible, change school zones or boundaries in order that pupils from crowded schools may attend schools which are not crowded.

3. Consider arranging for two shifts of pupils, one shift to attend school during half of the day and the other shift to attend during the other half. This suggestion, however, should not be acted upon unless absolutely necessary, because at best it is a poor makeshift for full-day school advantages, half-day school sessions handicap the pupils and "slave" the teachers who must care for two different groups of pupils

4. Consider the use of portables and other temporary structures. Temporary structures, however, should not be permitted to become permanent provisions as has been the case in many communities.

The last two procedures will provide only makeshift facilities, while the first two will give permanent relief.

- 4 What action should school boards take to make certain that school property is not unnecessarily damaged when it is used?

Under even the best conditions, all the wear and tear of usage of school property cannot be prevented. In many

schools, however, school property is not treated with proper respect by pupils, employees, and other persons who use it. Sometimes the desks and other furniture have been whittled by pupils' knives; paper wads stain the walls; finger or shoe marks mar the walls, pencil, ink, and chalk marks are found almost everywhere, and window glass is frequently broken. These are only a few of the examples of misuse, and occasionally of downright vandalism, on the part of many pupils and other users of the building.

These depredations make the building unsightly and less useful, and they shorten its life, they result in millions of dollars in damage annually to the school buildings of the nation, and worst of all they teach pupils a disrespect for property, both public and private. These depredations can and should be prevented. They can be prevented if the school board and superintendent use such procedures as the following

- 1 Put all property in a respectable condition by cleaning, painting, and making all repairs as soon as needed. Run-down property is always a greater invitation to vandalism than well-kept property. "A stitch in time saves nine."

- 2 Request, and even *require*, school employees to see that proper respect for property is taught to pupils. If they are given a small amount of guidance, pupils will cooperate with school officials and employees in keeping the buildings spick and span, they are not vandals born and bred, they like to live in beautiful surroundings, and they abhor ugly surroundings.

3. Instruct janitors and other school employees to make sure that all doors and windows of buildings are kept locked during the time that the buildings are not in use. All offices, and perhaps all other rooms, should also be kept locked when not in use.

- 4 See that a janitor or some other responsible person is in charge of the building when it is used during evening and other out-of-school hours.

5. Try to arrange for each building to have a janitor or some other type of custodian during the summer months. The tendency is toward the employment of school janitors on a twelve-months basis, of course, they should usually be given a vacation of two to four weeks during each year of employment.

6. Require malicious destroyers of school property to pay for the damage, and in extreme cases have them prosecuted. However, the legality of requiring pupils to pay for damaged property is extremely doubtful, because pupils are minors and therefore do not have any money of their own.

COMMUNITY USE OF THE BUILDINGS

5. What is the tendency regarding the use of school buildings by community organizations?

Since the time of the founding of the first schools in the United States the school building has been regarded as the "community capitol." This tendency toward making the school an important center of community life continues to grow, and it will undoubtedly go much further. Today, school buildings are being opened for the educational and recreational use of the general public during the evenings, and at other times when the work of the day-school pupils will not be hindered. Adult education is being emphasized almost everywhere today, because it is realized that only a beginning in education can be obtained in the eight, twelve, or sixteen years of the school and college. Many states now give special financial aid to school systems which establish classes for adults.

In addition to being used as a meeting place for adult classes, the school plant is being used by dozens of welfare, civic, and other community organizations for evening meetings. Some of the organizations which make frequent use of the school plant are parent-teacher associations, mothers'

clubs, Red Cross, people's forums, welfare organizations, health organizations, farmers' institutes, Boy Scouts, Girl Scouts, Chambers of Commerce, labor organizations, political parties, Americanization clubs, and lyceums.

6 For what purposes should school boards grant the use of school property?

The statutes and court decisions of each state determine, at least in general terms, the purposes for which school boards may or shall grant the use of school property. These statutes and decisions vary from state to state, but most of them prescribe that school buildings shall be open to community organizations which have the purpose of promoting the public welfare. The statutes of many of the states enumerate these organizations that must be granted the use of school property.

In practically all states the statutes and court decisions give school boards much discretion in determining the purposes for which they may or shall grant the use of school property. The courts have not interfered with the exercise of this discretion unless there is evidence that it has been abused. The following principles should be kept in mind by school boards:

1. The statutes and court decisions of the state should always be followed, especially when they are explicit.
2. Since schools are maintained first of all for the pupils, community use of school property should not be permitted to interfere with pupil use. Moreover, school money should not be spent for keeping school buildings open for community use, when the money is needed to maintain school for the day-school pupils.
3. After the demands of pupil use have been met, community organizations which definitely contribute to public welfare should be served in the order in which they contribute to that welfare.

If a school board follows the foregoing principles, a great deal of misunderstanding will be avoided, and the interests of both the community and the pupils will be best served.

7. What organizations should be required to pay a fee for the use of school property, and on what basis should the amount of the fee be determined?

Whether a fee should be charged should be determined by the condition of the finances of the school system and by the purpose for which the property is to be used. In many communities the school funds are barely sufficient to keep the buildings open for the regular pupils, and when this is true the use of any of the funds for even the most worthy community use should be opposed by school board members. As a rule, the small school systems do not charge fees as frequently as the large systems.

Three practices regarding fees are found among the smaller communities. These are (1) to give free use of buildings, (2) to charge a fee for janitor services only, or (3) to charge a fee for heat and light as well as for janitor services.

Most city school systems charge a fee sufficient to cover the expenses of janitor services, heat, and light. Whether a charge shall be made, and the amount of the charge, are usually determined by the purpose of the use and by the expense incurred in the use. Thus, organizations such as the Boy and the Girl Scouts and parent-teacher associations, which are closely allied with the work of the school, should be excused from the payment of fees or should be charged a smaller fee than organizations which are not so closely related to the regular work of the school.

Although school systems should always strive to provide sufficient funds for an adequate use of school buildings and grounds by the civic and welfare groups of the community,

they should always recognize that the children of *today*, rather than the children of *yesterday*, have the first claim to the interest and support of the public. And they should recognize it, although the children of today are not yet old enough to vote; they will find that following such a practice will not be difficult to defend to the voting population of the community.

8. How may the danger of community friction over granting the use of school property be decreased?

Some of the most bitter school and community fights have been caused by wobbly policies of school boards in granting the use of school property to certain groups and refusing its use to similar groups. For example, the use of a school building has sometimes been granted to one political party for a public meeting and refused to another political party for a similar meeting. School boards that make their decisions on such a basis are sure to be accused of partiality and high-handedness, and friction will be engendered in the community.

Such friction may best be prevented by every school board adopting a fair, clear, and written set of rules and regulations which it will follow in the letting of school property for community use. These rules and regulations should prescribe the method of obtaining permission to use the property, the conditions of use, and any fees which must be paid. As a part of the rules and regulations, there should be an application blank which organizations seeking the use of school property would be required to fill out. A set of rules and regulations, together with an application blank, reduce to routine much of the work of letting school property, moreover, such a set gives greater assurance that all community organizations will be treated fairly, and thus it leads to better public relations. The

school board should request its superintendent or his representative to formulate a set of such rules and regulations and to submit it to the board for its approval, amendment, or rejection.

9. In the planning of school buildings what care should school boards take to see that the buildings are better adapted to community use?

Since school buildings are being used more and more by community organizations, this tendency should be kept in mind when the buildings are being planned and erected. It should be especially kept in mind in the rural communities, because there the school building is often the only building which is available for use as a community center.

The parts of school buildings which are most often used by the community are the auditorium, gymnasium, lunch-room, library, and toilets. These facilities should, therefore, be planned with that use in mind. In planning them, an attempt should be made to locate them at such a place in the building that the general public will not have access to the remainder of the building, and they should be located on the first floor, if possible. In every case, however, it should be remembered that school buildings are erected for the education of children, and any conflict between community use and pupil use should be decided primarily in favor of the latter.

Repairing and Insuring School Property

REPAIRING SCHOOL PROPERTY

1. What are the causes of the depreciation of school property?

By *depreciation* is meant a wearing out or deterioration. This wearing out or deterioration goes on constantly in everything and leads to the need, in due time, of repair and of replacement. Nothing can be made to last forever. What nature and man provide, they also constantly damage and eventually destroy.

There are four causes of the depreciation of school property. The first and usually the largest cause is the *wear and tear of usage*. A second cause is *physical decay*. A third cause is *obsolescence*, that is, a growing out of up-to-dateness. The fourth cause is *accidents*. All these factors are constantly at work on every school site, every school building, and every item of school equipment.

2. How may school boards decrease the depreciation of school property?

Depreciation is a waste, and although it cannot be entirely prevented, its rate and its amount can be reduced. School

boards should take, or should see that the superintendent takes, the following steps to decrease the depreciation of school property.

1. Require school employees to make certain that the employees, pupils, and other persons do not misuse school property. In any campaign to teach respect for school property a first step to take is to place the property in a "respectable" condition; when that has been accomplished, pupils and other users are likely to cooperate in keeping the property "respectable." All civilized people respect well-kept property. Keeping school property in good repair is a part of good public relations.

2. Arrange for all repairs to be made as soon as practicable after the need for them has been discovered. An early making of the repairs is recommended because (1) an unrepaired school plant is a temptation to vandalism, (2) postponed repairs are likely to cost more to make, and (3) the school may have to be closed temporarily if the making of the repairs is delayed too long.

**3. What types of repairs on school buildings
are most frequently needed?**

Although heating systems, roofs, doors, and windows need frequent repairs, most school buildings are in greater need of painting, floor finishing, desk finishing, and other types of decorations than any other type of repair. Because of failure to obtain these improvements on time, many buildings are dirty and otherwise run down and fail to possess an attractive and homelike appearance. Since paint and other types of decoration are cheap, and soap and water are even cheaper, there is little excuse for permitting any building to continue to resemble a "pigpen."

Most school buildings have wood floors, and keeping them

in good condition presents an almost endless problem for school officials and employees. The problem is especially large in rural schools, because the gravel, sand, and cinders which pupils "track in" are certain to damage the floors. The usual treatment recommended for wood floors is to clean them thoroughly, then to apply a good grade of floor seal, of course, if the floors are badly marred, they should be sanded before applying the seal to them.

Wood floors which have become eyesores can often be covered with good linoleum or block tile to make them serve for several years longer. Since the floors of the school corridors have the most severe traffic, special attention should be given to their upkeep and repair.

4 How may the need for repairs be regularly ascertained?

In order that needed repairs shall not go undiscovered for more than a few months, an annual inspection should be made before school closes in the spring that plans may be made for doing the repairing during the summer vacation. When the inspection has been completed, the repair schedule for the summer may be made. It is a good plan to classify the repairs into the two following groups first, those that cannot be postponed, and second, those which, while not absolutely necessary, are desirable. Repairs in the first group should be made immediately, and those in the second should not be postponed longer than absolutely necessary.

Of course, some repairs are of an emergency nature and cannot be postponed for even one day. For example, the heating, lighting, or water systems won't work, or a door to the entrance of a school building can't be closed. Provision for such repairs must be made as soon as the need for them is discovered.

5. When should a school building be abandoned rather than repaired for further use?

Although repairs may have been carefully and promptly made, it is impossible to keep a school building entirely up-to-date and in its original condition. The time finally comes when a decision must be made for every school building on the question of whether it should be abandoned immediately or repaired for further use. In making this decision, the educational utility of the building and the health and safety of the pupils and employees should be the deciding factors. The financial condition of the school system must also be considered. The cost of repairing and operating an old building is often greater than would be the charges for repair and interest on a new building of equal capacity.

When school buildings are abandoned because of being in a dilapidated condition, they should usually be torn down or otherwise disposed of as soon as possible. Sometimes an abandoned building may be remodeled and used for a shop and storehouse for the school system; sometimes, too, it may be used as an administration building for the system. If they are not soon put to use again, or torn down, abandoned school buildings become community eyesores. Moreover, abandoned buildings are a constant temptation to vandalism. When good school buildings are abandoned because of decreased enrollments, they should not be disposed of immediately; they should be kept a few years, until it is definitely known that they will not be needed again for school purposes of any kind.

6. To what extent, if any, should school janitors be expected to make repairs?

School janitors can, and should be expected to, make many repairs of an emergency, a minor, or a nontechnical nature

During the summer months many of the larger school systems organize the janitors into work gangs for the making of repairs. For example, those who can paint are placed in the painting gang, and those who can do carpentry, masonry, plumbing, electrical work, window cleaning, or other work are placed in appropriate gangs. Over each group is usually placed a foreman who is especially competent in the type of work which he will supervise. This plan gets needed work done and makes it more possible to give janitors year-round employment.

- 7 Should school-building repairs be made by full-time repair workmen, or should they be made on a job basis?

Since the amount of repairs which they have is not sufficient for full-time employees, most of the rural, village, and small-city school systems employ workmen on a contract or a per-hour basis for repair jobs. The larger school systems may practicably employ, on a regular salary, full-time repair workmen; for example, they may employ one or more full-time carpenters, plumbers, painters, masons, electricians, and landscape gardeners. A carpenter should probably be the first full-time employee, and a painter should probably be the second.

8. To what extent, if any, may the time of pupils be used in making repairs?

Educators are agreed that some of the time of pupils may be used in making repairs, provided the pupils are sufficiently skilled and provided the work has educational value for them. They are agreed, however, that after a pupil has done a certain type of repair so long that it has ceased to have educational value, he should not be permitted or required to con-

tinue it. For example, the refinishing of a few school desks would probably be educational to a pupil in industrial-arts classes and could therefore be justified, but the refinishing of several dozen desks could probably not be justified as an educative experience. Pupils are sent to school *to learn*, and school officials and employees should never be guilty of profiteering upon their time.

Of course, pupils of proper age may be paid to make repairs during school vacations. Teachers also can be found who like to help with school repairs during vacations.

9. When should a school system have its own repair shops?

School systems which have more than approximately 20,000 population should consider the advisability of establishing a shop in which repairs to equipment may be made and in which certain items of equipment may be constructed. School systems of this size which have established repair shops, and which employ one or more repair workmen, have usually found that such an organization obtains financial economies and gets the repairs made more quickly and competently.

INSURING SCHOOL PROPERTY

10. What is the purpose of school insurance?

Insurance has the purpose of softening the blow of accidents and other misfortunes. It is a contract whereby one party, in consideration of a stipulated premium, promises to pay a stipulated sum upon the occurrence of a stipulated contingency, such as injury to one's person or destruction of one's property.

11. What types of insurance do school boards carry, and what types should they carry?

The types of insurance which school boards most frequently carry are listed and briefly explained herewith.

1. *Fire*. Pays for loss consisting of injury to or destruction of school property by fire. This is by far the most frequently carried type of school insurance
2. *Tornado, cyclone, or other type of windstorm*. Pays for loss occasioned by any type of windstorm.
3. *Boiler*. Pays for loss to school property occasioned by an explosion of the boiler which is insured, it also usually pays for personal injuries caused by the explosion.
4. *Liability*. There are two types of liability insurance, namely, (1) *bodily injury*, and (2) *property damage*. Bodily injury liability pays on behalf of the insured all sums which the insured shall become obligated to pay by reason of the liability imposed upon him by law because of bodily injury, caused by accident and arising from the ownership, maintenance, or use of the property insured. Most policies set a financial limit for each accident.

Property damage liability pays on behalf of the injured all sums which the insured shall become obligated to pay by reason of the liability imposed upon him by law for damages to or destruction of property. It should be emphasized that this type of insurance pays for damages to the *other* person's property, not for damages to the property of the person insured.

These two types of insurance are coming more and more to be carried on school buses, delivery trucks, and other types of school vehicles. They are carried espe-

cially by the rural school districts, which usually have pupil-transportation programs.

Since the courts of most states have stated that school boards are not *liable* for accidents, there is considerable doubt about the legality of spending public funds for protection against a liability which they do not legally have.

5. *Collision* There are two types of collision insurance, namely, (1) *full*, and (2) *deductible*. Full collision insurance pays for the full loss consisting of damage to or destruction of the transportation vehicle and its equipment, caused by accidental collision with another object, either moving or stationary, or by upset, or while the vehicle is parked or unattended.

Deductible collision insurance pays for loss consisting of damage to or destruction of the transportation vehicle and its equipment, caused by accidental collision with another object . . . , but only for the amount in excess of the deductible sum stated in the policy. The deductible sum may be stated at any amount, but the usual amount ranges from \$25.00 to \$50.00

Full collision, of course, costs more than *deductible collision* insurance, because the insurance company is liable for the entire cost of the full collision type of insurance

6. *Accident*. Pays the amount stated in the policy for certain types of injury and for death; this amount is paid whether the school or its employees were responsible for the accident or not. In many states all school employees are insured under state-wide workmen's compensation laws, and in thousands of other school districts accident insurance is carried on all pupils transported.

Many state athletic associations and numerous local athletic associations carry group accident policies on all athletes. These policies are financed by non-public funds, not by public funds.

7. *Theft, robbery, or pilferage.* Pays for loss consisting of the theft, robbery, or pilferage of the items insured. This type of insurance is often carried on motion-picture projectors, music instruments, typewriters, microscopes, and similarly valuable equipment, it is also often carried on the contents of school vaults. In some states, however, the courts have decided that public funds cannot be used for such insurance, because in those states the courts have reasoned that "no person is supposed to steal."

The types of insurance, if any, which should be carried by the school district will be determined first of all by the statutes and court decisions of the state. The carrying of certain types of insurance is permitted or required in certain states, but is prohibited in other states. If the expenditure of public funds for it is legal, a given type of insurance should be carried when the risk of loss is too large for the district to assume. Because their risks are not as widely distributed, small school systems are in much greater need of most types of insurance than large systems. Since the fire hazard is the main one with which school officials are concerned, and since fire insurance is carried by practically all school boards, the discussion of the remainder of the chapter will emphasize fire insurance. Since transportation insurance is coming to be carried more and more, it will be discussed in Chapter 11, which deals with the problems of pupil transportation. Several types of transportation insurance are recommended in that chapter.

12. How frequent are school-building fires?

According to the National Board of Fire Underwriters, approximately 2500 school-building fires occur annually in the United States. Of course most of these fires are small, and only in the rural districts, which are frequently without fire protection, do school-building fires often result in complete losses.

All these school fires result in an annual loss of more than \$10,000,000 in the school systems of the whole nation. Practically all school-building fires are preventable; in fact, it may be logically argued that *all* of them are preventable. It is the obligation of school boards and school employees to do everything possible to reduce the number of school-building fires to a minimum, or to eliminate all the fires.

13. What care should school boards and employees take to prevent and to extinguish school-building fires?

School boards and employees should make certain that such procedures as the following are used in preventing and controlling school-building fires

1. Since the heating plant and the electrical system are known to be the most frequent causes of fires, great care should be taken to see that they are properly installed and kept in good repair. Of course, similar precautions should be taken with all other parts of building construction and equipment.

2. All fire hazards in and around the buildings should be removed. Rubbish, dead grass and weeds, and similar fire menaces should not be permitted to accumulate. Matches, ashes from burning grates, waste paper, and similar materials should be kept in fireproof receptacles. In shops and laboratories, which usually have highly combustible materials, special attention should be given to the storing and use of such materials.

3. An inspection of all buildings should be made at least once each year to ascertain any fire hazards. This inspection may be

made by a school official or school employee, or by a representative of the local fire department.

4 Ample and workable fire-fighting facilities should be provided for each building. When fire hose and running water are not available on each floor of a building, chemical fire extinguishers should be provided, they should be provided especially for shops and laboratories. These extinguishers should be inspected annually, and it should be known that school employees know how to use them.

These precautions will not be found expensive, and they are certain to pay large dividends to the school system in fewer fires, in greater safety to all users of the buildings, and in reduced insurance premiums on the buildings.

14. What precautions should school boards and superintendents take to protect the occupants of school buildings in case of fire?

In every school the principal and the teachers should be required to hold a fire drill at least once each month. In practically every state a state law makes this requirement, school boards should make certain that the law is enforced. Fire escapes should also be provided for every building having more than one story, and it should always be known that they are in good working condition.

15. Should school boards always carry fire insurance?

Just as many large corporations, such as railroads and chain stores, do not carry insurance on their property, likewise many of the large school systems do not carry it. These large organizations believe that since their risks are so numerous and so widely distributed in various communities and states, they are justified in taking this chance.

Although the practice of not carrying fire insurance seems to be defensible in the unusually large school systems, it is not desirable in the small ones. The loss of one building in a small school system would usually mean a staggering blow if the building were not insured, moreover, the loss of one building in such a system would amount to as much as the insurance premiums for many years. Small school systems should always carry adequate insurance.

16. How does the amount of fire losses paid by insurance companies on school buildings compare with the amount of insurance premiums paid by school boards on their buildings?

State-wide investigations in several states show that the fire losses paid on school buildings amount to only approximately one-fourth of the premiums. Since it is known that the usual expense for overhead of fire insurance companies is approximately 40 per cent of the premiums, it is obvious that the profits on insuring the school buildings of these states are large even when the necessity which all fire-insurance companies have for building up large reserves is kept in mind. All the evidence indicates that school buildings, especially in the cities, are good insurance risks.

- 17 When school boards believe that fire insurance rates are too high, what may they do to obtain a reduction in the rates?

The following steps have been taken in many states, and may be appropriately taken in other states when needed

1. The school boards of the state may request the insurance companies doing business in the state to make a reduction in their rates on school property.

2. The school boards may recommend to the legislature that the state organize its own insurance system for school buildings. Such a system has been in operation for several years in North Dakota, South Carolina, and Wisconsin, and large economies are shown in each of those states. Several other states are now considering state insurance on school buildings

3. If a school system is large, the school board may carry its own insurance through setting up an insurance fund, or it may take the chance that a fire will not occur and not even create such a fund. Most cities of more than 300,000 population have adopted one of these two plans. Both plans have been found to work very successfully, in that much unnecessary expense has been saved.

In several states, the state education association has cooperated with school boards in trying to obtain more reasonable insurance rates on school property throughout the state. Many associations have also cooperated in trying to obtain state insurance systems for the schools.

18. What further economies may school boards obtain in their expenditures for fire insurance?

Investigations show that in most school systems economies in fire insurance may be obtained through adoption of the following practices:

1. Purchase insurance policies for a three-year term, thus obtaining a lower rate than can be obtained for a shorter term.

2. Obtain a careful appraisal of the property insured. Never insure for more than the value of the property, and never insure for less than the value, especially in the small rural systems. Consider insuring the property under coinsurance for approximately 80 per cent of its insurable value.

3. Reduce fire hazards by making minor changes in the construction of the building, under ideal conditions, these features would be included when the building is being erected.

4. Provide fire-fighting equipment for the building

The adoption of these practices throughout the nation would result in the saving of millions of dollars annually in the insurance bills of the schools. Of course, any savings to the schools increase the funds available for education of the pupils.

19 With what companies and agents should school boards place their insurance?

School boards face two problems in placing their insurance. The first is to make sure that the insurance is placed only with the most reliable companies, the second problem is to apportion the insurance among the several local agents on a just and equitable basis. Some school boards divide their insurance business equally among the various agencies of the community, others award it to the various agencies according to the amount of local taxes paid by the agencies; still others permit the various agencies to help determine how it will be awarded. Whatever plan of distribution is used, the school's insurance business should never be permitted to become a "political plum" to be awarded.

Whether school property should be insured with mutual companies is still a debatable question. Some states prohibit public officials from insuring with "mutuals" because of the common belief that they do not carry adequate reserves and the uncertainty over the amount of the premium. It should be stated, however, that many "mutuals" have established an excellent record for the full payment of losses, and the recent tendency has been to permit public property to be insured in them the same as in "stock" companies. Of course, some mutual companies are better than others, just as some stock companies are better than others, and school officials must strive to select the best.

20. What insurance records should
the school board keep?

The school board should instruct its clerk, secretary, treasurer, or another of its officers to keep a record of all insurance. This record should show for each policy such information as the following number of policy, name of company, name of agent, date of issuance, date of expiration, amount of policy, rate of premium, name of property covered, and kind of insurance. It goes without saying that all policies should be kept in a safe place, this place should be a fire-proof safe or vault in a school building or a safe-deposit box at a local bank.

Obtaining School Janitorial Service

IMPORTANCE OF THE SCHOOL JANITOR

1. What new title are many school systems now giving the school janitor?

Many school systems give the school janitor the title of school *custodian*, because they believe that the new title is more dignified. By far the majority of school systems, however, still use the title of school janitor, and it will be used throughout this book. The present writer doesn't know of any opinion poll on which title the present school janitors would prefer, but, he heard of one school "custodian" who didn't like his new title, because it seemed to mean that he could be "cussed" by the teachers and was to "toe to" the wishes of his principal. If the janitors of a school system express themselves as preferring the new title of *custodian*, the school board should probably approve the change. But, whatever the title of the position, the duties will remain the same; and there should be little controversy over titles, because "a rose by any other name would smell as sweet."

2. In what ways is an efficient janitor an excellent investment for a school?

Next to the teachers, school janitors constitute the largest group of school employees. They should be a concern of

every school board and superintendent. Contrary to the belief of many school board members, and a few superintendents, the janitor is an important school employee. He does much more than "build fires and sweep out." He is important because he performs, or should perform, the following necessary services for the school.

1. More than any other person, the janitor sets the housekeeping standards of the school. He keeps, or should keep, the building and grounds spick and span, he believes, or should believe, that "cleanliness is next to godliness." Since the housekeeping standards of the janitor are likely to determine the housekeeping standards of the pupils and to carry over into their after-school life, these standards of the janitor should be raised to a high plane by every school system; examples are always potent in education.

2. The janitor has custody of a building, equipment, and grounds which cost a large amount of money. He makes many repairs, and he reports all needed repairs which he is not qualified, or does not have the time, to make. He keeps the building locked when it is not in use, and he protects the grounds, building, and equipment from unnecessary injury. It would easily be possible for a janitor to cause a loss of hundreds or thousands of dollars to the school plant through only one act of carelessness on his part.

3. The janitor uses annually hundreds or thousands of dollars' worth of supplies in cleaning, heating, lighting, and other servicing of the building. In a large school building he could easily waste or save an amount equal to his salary in the use of supplies.

4. With the exception of the principal, the janitor has more to do with the health, safety, and comfort of the occupants of the school building than any other school employee. He makes certain that the building is properly heated and ventilated, that it is clean, that it is fumigated after an epidemic of contagious disease, and that the water supply is ample and pure. He sees that the fire escapes and the sidewalks are in good repair and are cleared of snow and ice. He removes the fire hazards which often accumulate in the basement, under the stairways, and in other parts of the building and on the grounds.

5. The janitor has an important educational influence in the school. The pupils hobnob with him at recess and at other school intermissions. Unless he is intelligent and is clean in mind and body, his influence upon the pupils is not likely to be the best. Moreover, the janitor hears much, sees much, and often says much regarding the school, and all of this makes him an important public-relations agent; he can create good will for the school or he can thoughtlessly develop ill will for it.

A good school janitor, then, is not only versatile, but is intelligent, conscientious, industrious, and agreeable as well. It bears repeating that he is an important employee.

3. How plentiful are well-qualified school janitors?

Most school boards and superintendents claim that well-qualified janitors are difficult to obtain for the salary offered, they claim that good janitors are much more scarce than well-qualified teachers. Unlike teachers, who always have had special preparation for their work, few janitors have had such preparation, and most of them are therefore a gamble. Of course, mere "coal shovelers and broom pushers" are fairly plentiful, but school janitors must, as was pointed out above, perform many duties besides the more obvious ones of shoveling coal and sweeping.

SELECTION AND IMPROVEMENT OF THE SCHOOL JANITOR

4. Upon what basis should school janitors be selected?

Because of their importance in advancing the work of the school, janitors should be selected only on the basis of their qualifications to fill the position for the salary offered. School boards and superintendents should not be guilty of selecting janitors or any other employees on the basis of "politics," of "the need for a job," of family relationship, or of some other

undefensible consideration. They should remember that the school janitor's position is both difficult and important, and that any "Tom, Dick, or Harry" cannot fill it.

In their attempt to eliminate "politics," "pull," and other types of favoritism, many of the more progressive school systems require all candidates for janitorial positions to take an examination on the duties which janitors are expected to perform. This examination usually contains an oral as well as a written part. In many cities school janitors have been placed under the civil-service laws of the city or the state and must pass an examination before they can legally be employed.

5. Who should select the school janitors?

School boards have the legal power to appoint janitors as well as all other school employees, and they should continue to exercise it. They should, however, make their appointments only after the qualifications of the available candidates have been carefully investigated by the superintendent of schools or his representative, and his nomination duly considered. One of the largest handicaps to school-janitorial service today is the fact that in hundreds of school systems the janitors are being selected by the school board without consulting the superintendent, the business manager, or any other executive officer of the school, worst of all, they are sometimes appointed upon a "political" basis and, therefore, feel little or no loyalty to the superintendent, principals, or teachers of the school. School board members are not likely to be fully acquainted with the qualifications which school janitors should possess, or to have the time to examine the qualifications of the various candidates, they should seek the help which superintendents are qualified to give them in the selection of janitors and of all other school employees.

6. Who should supervise and direct the work of the janitor of a school?

The chief executive of the school, that is, the principal, should be expected to supervise and direct the work of the janitor. He should not only supervise and direct the work, but he should obtain the cooperation of pupils and teachers in making the janitor's load no more burdensome than necessary. The janitor should be treated as a human being, rather than as a beast of burden or a slave, only employees who are treated thus will be happy and inclined to put forth their best efforts

7. What means may be used to prepare school janitors for their work?

The more progressive school systems are using such means as the following in better preparing school janitors for their work:

1. Many of the larger cities have organized janitorial schools which provide practical instruction on the janitor's work. Many of the smaller school systems encourage their janitors to attend the janitorial schools which are sometimes held in neighboring school systems or colleges, many school systems pay the expenses of their janitors when attending such schools

2. Janitors' associations are frequently formed, and these usually hold regular meetings to discuss janitorial problems and the improvement of janitorial services and opportunities

3. In many school systems a set of rules and regulations covering the janitor's work is presented to him, preferably before he is employed. In small school systems this does not need to comprise more than a few pages, and these may be mimeographed at small expense

4. Many of the larger school systems appoint a supervisor of janitors who visits each building regularly and makes suggestions to the janitor for the improvement of his service to the school

5. The principal of the school frequently makes appropriate suggestions to the janitor on how he may improve his work or do it with the expenditure of less time and energy. When these suggestions are reasonable and are tactfully presented, they will be appreciated.

The intelligent and ambitious janitor will see many ways of improving his own work. But no matter how good he is, he will need some instruction, especially when he is new. The spirit of the widespread movement for the in-service preparation of teachers should be carried over to the in-service preparation of janitors. The in-service preparation of school janitors has been too much forgotten.

8. What provisions should school boards in rural districts make for janitorial services for one-room schools?

In one- or two-room schools, the teachers are usually required to perform some or all of the janitorial services. Many school boards pay the teachers of such schools a small sum for performing such services or permit the teachers to use the money to employ one or more of the older pupils to perform the services. The more progressive boards also employ someone to give the building, the equipment, and the grounds a complete cleaning before the opening of school in the fall.

PAY AND TENURE OF THE SCHOOL JANITOR

9. Upon what basis should school janitors be paid?

The amount of salary which school janitors are paid determines largely their qualifications. If the janitors' qualifications in any school system are low, one of the first matters which the school board and superintendent should investigate is

whether the salary is sufficiently high to obtain and to keep persons of proper qualifications. An employee worth a salary of two or three thousand dollars annually can seldom, if ever, be obtained for a salary of one thousand dollars. No employee can live on thin air, and no one will even attempt to do so.

Salaries of public janitors in many communities, especially the large cities, are frequently set by civil-service commissions, and the salaries of school janitors are often under the regulations of these commissions. School boards whose employees are under such commissions must strive for changes in regulations which may be handicapping the obtaining of the best janitorial services for the schools.

The salary of every janitor should be determined by the amount of work to be done, the difficulty of doing the work, and the efficiency with which the work is performed. The more progressive school systems have designed a pay schedule for the various kinds of janitorial work to be performed. In such a schedule, the following matters are usually considered in determining the amount of pay: (1) cleaning, (2) heating and ventilating, (3) washing windows, and (4) care of lawns and sidewalks. Items 1, 3, and 4 are usually paid for on a *square-foot* basis, while item 2 is usually placed on a *cubic-foot* basis, especially when coal is used for heating. The rate of pay for each of these four types of service is usually determined in part by the type of building and in part by the age of the building. Since old buildings are often more difficult to care for than new ones, a higher rate of pay is usually given for them.

Several states have already provided pension systems for all school janitors. These systems should be established by all the states. Sick-leave policies for janitors should also be provided

10. Should school janitors be employed during the whole year or during the school months only?

The number of months for which a school janitor is to be employed should be determined largely by the size of the building and grounds over which he has custody. In the small rural and village school systems he is usually employed during only the months of the school term. In the city schools he is usually employed during the whole calendar year. Whenever possible, year-round employment is recommended for the following reasons

1 It gives the janitor employment and an income throughout the calendar year and thus results in the obtaining of a better qualified type of employee.

2. It makes someone responsible for the care and protection of the building, equipment, and grounds during the summer months

During the summer months the janitor can be occupied in giving the building a thorough cleaning, in making many repairs, in looking after the receipt and storage of fuel and other supplies, in caring for the lawn and playgrounds, and in opening the building for community meetings. In many school systems, during part or all of the summer vacation, the janitors are organized into small work gangs for doing certain repair jobs; a complete description of this plan of securing repairs was given in the answer to question 6, Chapter 8, and need not be repeated here.

Of course, when janitors are employed on a year-round basis they should be given a vacation, with pay, during the summer months. The practice is to give two or three weeks' vacation each year with full pay. The amount of vacation is usually determined by the number of years' service in the school system

11. What should be the length of service
of the school janitor?

He should be selected entirely on the basis of qualifications and should be retained for as many years as he performs his duties efficiently. The practice which many school systems have of changing the janitors every time the majority membership of the school board changes cannot be defended, it cannot be defended because it handicaps the obtaining of the best qualified persons and it does not place any premium on efficient service. Many janitors who have worked several years in the same school have become school traditions, and some of them have become so revered that they have had school buildings named for them.

Administration of School Supplies

SELECTION AND PURCHASE OF SUPPLIES

- 1 How and by whom should the kind of supplies to be purchased for a school system be determined?

The kind of supplies for a school system or any part of it should be determined by the use to be made of the supplies, by their cost, and by the amount of money available for them. The policies of progressive school systems usually require the school superintendent to appoint supply committees of school employees, and give to these committees the responsibility for investigating the supply needs and for making recommendations on the kind and the amount to be purchased. Most of the large school systems keep a standard supply list, and this list is revised, as needed, from year to year by the committees just recommended. Since supplies are used only once, their quality should not be higher than is sufficient to meet that need.

The school board should not purchase supplies or equipment without consulting the superintendent, principals, teachers, janitors, and other employees who must use the materials. Persons who must use the materials should know best about the most appropriate kind and quality to be selected. When school boards do the selecting, there is danger that classrooms,

attics, basements, and other parts of school buildings will be cluttered with unused and unusable supplies and equipment. School boards are probably as unqualified to select proper supplies for a school as a board of trustees for a hospital is unqualified to select proper food, medicine, and other supplies for its institution. School boards should, of course, determine the general policies which shall govern the selection, purchase, and use of supplies, and they should see that full value is obtained from each dollar expended. But this should be the extent of their concern with supplies, they should assign all other phases of the administration of school supplies to the superintendent and other appropriate school employees.

2. How should the amount of supplies to be purchased for a school system be determined?

The amount of supplies to be purchased for the next school year should be based on accurate information which has been obtained from the various schools and departments of the school system. All estimates of needs for each supply item should take into account the amount used during the previous year and should also provide for any probable increase or decrease in school enrollment. The more progressive school systems standardize the amount of supplies to be allocated each pupil, they then purchase for the whole school system on the basis of the total enrollment. These school systems also distribute supplies, especially the instructional ones, to schools, to departments, and to individual teachers on a per-pupil basis.

Since purchasing in large quantities will usually obtain cheaper prices for the school system, sufficient supplies, except in the case of perishable articles, should be ordered for one school year whenever possible. Of course, the amount of storage space available in the school system, and the amount of funds immediately available for supplies, will help to

determine whether the purchase of a quantity sufficient for one year is practicable or not. Making purchases sufficient for a period longer than one year, however, is not recommended, even when there is a belief that prices in the next year will go higher; public funds should not be used to gamble on future prices.

3 What instructional supplies should be furnished free to pupils?

The tendency everywhere is toward furnishing free instructional supplies to all pupils, this practice is followed especially in the elementary school. Since teachers, buildings, transportation, fuel, janitors, and other school services and facilities are furnished free, it would seem logical to furnish free pencils, paper, workbooks, and all other school supplies. To furnish free supplies would seem especially desirable since pupil supplies constitute one of the smallest items in the school budget, moreover, free school supplies contribute to the equalization of educational opportunity, which has come to be accepted as an American ideal. If the condition of the school budget does not permit furnishing supplies to *all* pupils, they should be furnished to indigent pupils first. Moreover, they should be furnished to pupils of the elementary school before those of the high school. In other words, free supplies should be provided first of all for those pupils who are most in need of them or are least able to purchase them.

4. How much special consideration, if any, should school officials give the local dealer in the purchase of supplies?

Since the local dealer is a local taxpayer, often has children in school, and has a special interest in the community, most

school authorities and the general public favor giving him the school's supply orders when his quality, prices, and services are equal to those of non-resident dealers. They agree, however, that when his quality, prices, and services are *not* equal to those of non-resident dealers, he should not be favored. The schools are run for the education of the pupils, they are not run to provide an unreasonable profit for anyone. When school officials extend an unjustified favor to anyone, they are certain to be condemned by other persons living in the community.

5. What advantages, if any, would there be
in school systems engaging in cooperative
purchasing of supplies?

In many neighboring school districts of the United States the local school boards purchase their supplies cooperatively. In California cooperative purchasing among the rural school districts of each county has been required by state law since 1928, and the practice has resulted in large savings there and in all other places where it has been tried.

Cooperative purchasing obtains lower prices which usually come from large-scale purchases. Investigations in California and in other states show that such purchasing results in an annual saving of three to five thousand dollars in the average county. In few instances school boards, county commissioners, city councils, and other public officials have cooperated in purchasing supplies for their respective divisions.

6. During what season of the year
should supplies be purchased?

Since most school supplies may be purchased at a lower price during the spring and summer months, they should be

purchased then. Coal, which is the largest school-supply item, may usually be purchased from 10 to 20 per cent cheaper during the spring and summer months. Purchase during those months is also recommended in order that the supplies may be delivered to the school, checked, paid for, and made ready for use at the opening of the school term.

7. How should bids for supplies be administered?

In most states the laws require that supplies which cost more than a certain amount, usually two or three hundred dollars, shall be purchased through bids. Moreover, the laws usually outline the procedure which shall be followed in letting the bids. Whether the laws require this procedure or not, bids should be obtained on all supplies costing more than two or three hundred dollars. The adoption of such a procedure will usually save money for the school system, and it will protect the school officials from the charge of graft and partiality which is often made when bids are not obtained.

In letting bids, specifications for each supply item to be purchased should be drawn carefully and other rules which are to govern the bidding should be made. In purchasing stationary, pencils, crayons, and similar materials, it will be found advisable to submit samples and to require that the supplies shall be of the same type or of an "equally good" type. The specification of only one "brand" will result in only one bid, which may be too high in price. The specification of one brand should be avoided.

The letting of all bids should be advertised through desirable channels. School officials have found that the most effective method of advertising is to send a circular letter to all supply dealers who might be interested in bidding on the supplies to be purchased. Newspaper advertisements are also effective and are required by law in many states.

8. Why should supply deliveries be checked before payment is made for them?

When supplies are delivered, their quality, quantity, and condition should be checked before payment is made for them. Any school board which does not make provision for this check risks being cheated, either by accident or by intention of the seller. It should see that its superintendent, clerk, business manager, or other appropriate employee is delegated the task of making this check. The results of this check should be properly reported.

9. At what time should payment for supplies be made?

Since many supply companies provide a discount of 2 to 10 per cent for bills which are paid within ten, twenty, or thirty days, the school board should arrange its business procedures so that such discounts may be obtained. The board's rules should stipulate that when approval has been given for the purchase of supplies this approval also authorizes the payment of the bill as soon as the supplies and the invoices for them are received, checked, and found to be in accordance with the purchase order.

STORAGE AND REQUISITIONING OF SUPPLIES

10. What provisions should be made for the storage of supplies?

The following practices, or a combination of them, are used in the storage of supplies:

1. The supplies are placed immediately in a *storehouse* which serves the whole school system. Under this practice all supplies, except fuel, are placed in the central storehouse from which they are distributed as needed to the individual schools. Such a storehouse should meet the following standards (1) be centrally

located; (2) be as near as possible to a railroad, and (3) be amply provided with fire protection, bins, and shelves. Central store-houses are seldom feasible except in the large cities.

2. The supplies are stored immediately in the *individual schools*. In some schools the educational supplies are stored in the principal's office, and in other schools they are stored in the rooms where they will be used. This plan of storage in the individual schools is universally used in the rural and village school systems, and is also used in most of the city systems.

Each school system will, of course, use the plan which meets its own needs and takes into account its facilities. There is no *best* plan for every situation, because needs vary from school system to school system.

11. What provisions should be made for the requisitioning of supplies?

School officials should provide a definite plan by which supplies may be requisitioned by principals, teachers, janitors, and other employees. Such a plan is necessary in order that all supplies purchased may be accounted for and that waste may be prevented, the plan is particularly necessary in school systems which have a large number of employees. The school board should delegate to the superintendent and other administrative officials the formulation and the operation of the accounting system for supplies, the board should, of course, always reserve the right to inspect and to approve such system.

ECONOMIES IN USE OF PUBLIC UTILITIES

12. What economies should the schools attempt to obtain in their use of telephones?

All city school systems and most of the larger rural ones make regular use of various public utilities, such as telephones,

water, gas, and electric current. Much money is spent for these services, and many opportunities for effecting economies exist in the expenditures for each service. For the more economical use of telephones, the following suggestions are made.

1. Telephones in many buildings may be disconnected during the summer months, thus saving the rental on them during those months.

2. Schools and departments which use a large number of telephones should consider the practicability of installing a switchboard. Often the switchboard operator can serve also as information clerk and can do typing and other secretarial work.

Many of the larger schools, especially the high schools, have installed pay telephones for the use of persons who have private business to transact.

13. What economies are possible in the school use of water, gas, and electric current?

Procedures such as the following may be used by school officials to effect economies in the expenditures for these utilities:

1. Every school building should be provided with a separate meter for each utility service in order that comparisons of costs for each building may be made. These comparisons should be reported periodically to the principal in charge of each building.

2. When buildings are being erected, the lights of each room should be placed on different switches in order that the part of the room farthest from the windows may be lighted first. Lights should be turned off when not needed.

3. Commercial rates should be obtained from the utility companies whenever possible. These rates usually permit a summary of the readings of the various meters and the submission of one bill for the whole school system at a reduced rate.

School Consolidation and Pupil Transportation

THE GROWTH OF SCHOOL CONSOLIDATION

1. What are consolidated schools, and what is the tendency regarding the establishment of such schools?

In rural school administration the outstanding development during recent years has been the consolidation of schools, that is, the abandonment of one or more small schools, usually one-teacher schools, and the bringing together of the pupils into a single larger, that is, *consolidated* school. During the last five decades, more than 100,000 one-teacher schools have become extinct, and in every state their number has been rapidly decreasing. What happens when schools are consolidated is shown in Figure 10 on page 156. The contrast between the present number of schools in the county illustrated and the number of schools in former days is revealing, contrasts as striking could be found in hundreds of other counties.

2. Why have consolidated schools had such a large increase in number?

The chief factors which have contributed to the large increase in the number of consolidated schools in recent years are the following.

1. The increasing evidence that consolidated schools provide broader educational opportunities than one-teacher schools

2. The migration of people from the rural districts to the cities and towns, this movement leaving thousands of rural schools with such small numbers of pupils that it has been deemed advisable to close them and to transport the pupils to larger schools. On a per-pupil basis, the cost of maintaining small schools is very high. Since the teacher's salary is by far the largest item of school cost, a class having only 10 or 15 pupils costs almost as much as a class having 20 or 30 pupils, and small classes are not much more efficient in terms of pupil learning

3. The enlarging of school districts, thus making easier the consolidation of schools.

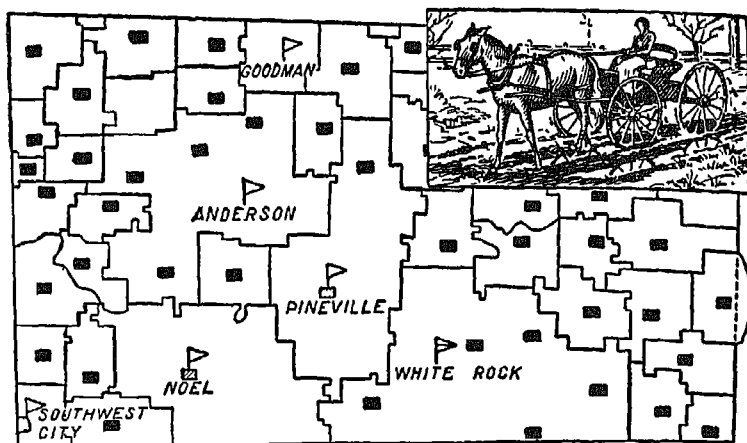
4. The development of the automobile and good highways, thus making it possible to bring pupils together quickly, economically, and safely over a distance of several miles

5. The enactment of state laws which require or permit school consolidation and pupil transportation and which sometimes give state financial support for them

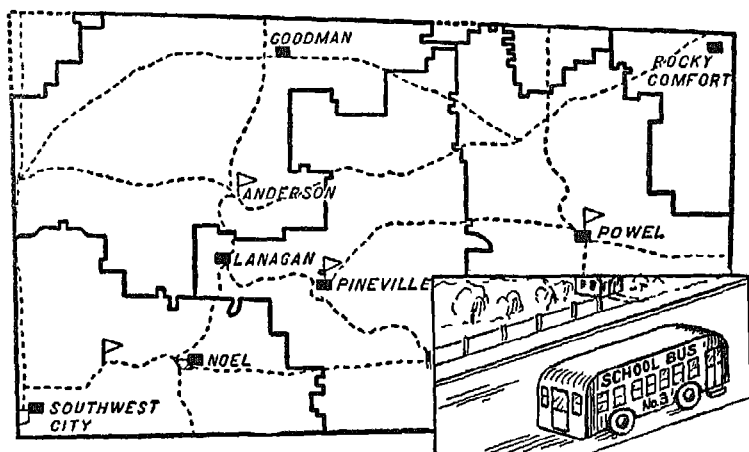
For these and other reasons rural education has been greatly improved in recent years through a widespread consolidation of small schools. The movement toward school consolidation will undoubtedly go much further, because there are still thousands of one-room schools and thousands of consolidated schools that should be merged to make larger schools. Small schools which have both the elementary and the high school grades may often merge two or more high schools while leaving the elementary school grades in their present locations.

3. Why is school consolidation sometimes opposed by a large portion of the people?

Seldom has a "little red schoolhouse" been abandoned without objections from many people. These objections have



Small school districts served the small communities of pioneer days when travel was slow



But today this county has good highways, larger communities, and larger school districts.

Figure 10 The change from one-teacher schools to larger schools and pupil transportation (From Frank W Cyr, Arvid J Burke, and Paul R Mort, *Paving for Our Public Schools*, p 144 Reprinted by permission of the International Textbook Company)

come especially from the patrons of, and property owners located near, the school, and occasionally they have come from the teacher or teachers of the school to be abandoned. The chief objections which are frequently raised to the closing of small schools, and which progressive school boards and superintendents should always be prepared to meet, are the following.

1. The disinclination of parents to send their children to school very far away from home
2. The amount of time which pupils must spend on school buses, and the hazards of traveling on them
3. Jealousy over the location of the consolidated school. It is natural for all parents to want the school located as close to their children as possible, though they do not want the school located *next door* to them
4. The inclination of many people to preserve the old landmarks and the old ways of education. To many people, "new ideas are as painful as new shoes," and most of us are much more conservative on educational procedures than on many other phases of life

THE NEED FOR PUPIL TRANSPORTATION

4. What relation has there been between growth of school consolidation and of pupil transportation?

School consolidation and pupil transportation have developed at about the same rate, both have grown very rapidly. The success of the transportation system has largely determined the success of the consolidation movement; without the other, neither one of them would have advanced very far. At present, there are approximately 20,000 consolidated

schools in the United States; to and from these schools more than 5,000,000 pupils are transported daily, in more than 100,000 vehicles, and at an annual cost of more than \$100,000,000, these numbers continue to increase appreciably each year.

5. Under what conditions should school boards provide transportation for pupils?

In most school districts, school revenues are so limited that if some of the pupils did not walk a reasonable distance to meet the bus, did not walk all the way to school, or did not undergo some other inconvenience, the school which they attend would have to be cheapened to meet the extra expense of transportation. In many states, a maximum distance beyond which pupils may not be required to walk to school or to meet a bus is set by state law. This distance usually ranges between one and two miles for elementary school pupils and between two and four miles for high school pupils. In most states, however, school boards are given large discretion in determining for whom they shall provide transportation. In making its decision on this matter a school board should give first consideration to the health and safety of the largest number of children. In addition to distance, the board should keep in mind the following factors: age and physical condition of the child, weather and road conditions, traffic hazards, and the school grade of the child.

Special provisions must often be made for the transportation of those pupils who have severe physical handicaps which prevent them from walking any distance to school. Rural schools usually route their buses so that these handicapped pupils can be picked up at and delivered back to their homes. City schools often use private taxicabs for these pupils.

PLANNING TRANSPORTATION ROUTES

6. Why should transportation routes be carefully planned at the beginning of each school year?

If transportation routes are not carefully planned, there will be much criticism from the pupils and their parents. Moreover, there will be financial waste. This waste will come from such practices as unnecessary traveling with empty buses, needless retracing of routes, and sending buses over poor roads. There is seldom a system of routes which cannot be improved, and the school officials and superintendents who spend extra time and effort in this endeavor are certain to be recompensed in the greater happiness, comfort, safety, and convenience of the pupils, in economy of operation, and in community support and good will. School officials and employees must learn to work better with highway officials.

The most important step in route planning is the making of a transportation map of the school district. Such information as the name, age, grade, and residence of each child entitled to transportation must be known before the map may be constructed; moreover, this information should be present before the school buses can be purchased or contracted for. A map showing the school bus routes of a whole county is presented in Figure 11.

7. Under what conditions should the school board and superintendent consider the advisability of having a school bus make more than one trip?

Multiple routes, that is, the use of a bus on more than one route, are known to be much cheaper than *single* routes. The board should, therefore, consider the feasibility of organizing multiple routes where the population is dense and where the highways are good enough to permit safety with a better

than average speed of the bus. Of course, single routes are usually to be preferred because of their greater convenience to pupils and teachers. Multiple routes require that some of the pupils arrive at school and leave school before the other

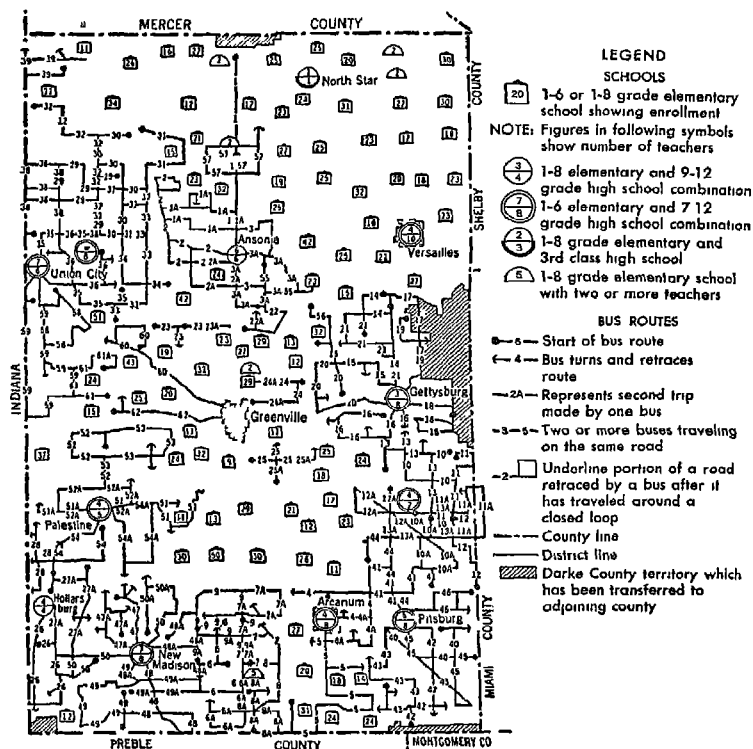


Figure 11. The School bus routes of Darke County, Ohio (From T. C. Holy and John A. McKnight, *Study of Local School Units in Ohio*, p. 64)

pupils, and this creates an extra problem of pupil supervision and discipline for the school. One school bus may often be readily made to serve two schools by opening and closing one of the schools earlier than the other.

**8. Why should a time schedule
be made for every bus route?**

In many states all school buses are required by state law or by regulations of the state department of education to operate on a time schedule which shall be put into effect a few days after the beginning of the school term. Good practice requires that such a schedule be adopted for and followed by every school bus, because it is a guide to the bus driver and to every family which has children riding the bus. A copy of the time schedule should be given to each parent who has a child to be transported.

THE SCHOOL BUS DRIVER

**9. Why should the school bus driver
be selected with great care?**

He should be selected with great care because he must perform the following important duties

1. Transport the pupils safely and with proper regard for their health, happiness, and comfort. He should be especially trustworthy in an emergency, and should try never to be in an accident.

2. Exercise a desirable moral and educational influence over the pupils whom he transports. When pupils are on the bus, he serves in the relation of a parent to them and must enforce fair rules.

3. Maintain proper custody over the bus which he operates. He must see that the bus is not unnecessarily damaged through usage or in any other manner.

Experience has proved the vital importance of choosing a thoroughly competent and trustworthy bus driver. Tragedies may result if incompetent and untrustworthy drivers are employed.

10. By whom should the school bus driver be selected?

Since the superintendent is more likely to know the relative abilities of the persons available for the position, the school board should delegate to him the responsibility of recommending all drivers. As in the case of the selection of all school employees, the board should always reserve the right to approve or reject such nominations. Many states now have laws requiring school bus drivers to have a license before they can be legally employed.

11. Why should school boards have a set of operating rules for bus drivers?

Such rules should be provided every bus driver to help assure that the pupils will be transported safely, comfortably, and on time. Many states now have statutes or rules of the state department of education which govern at least the safety phases of the operation of school buses.

THE MANAGEMENT OF SCHOOL BUSES

12. What standards should school buses meet?

Most of the states have enacted laws, or have regulations of the state department of education, which establish certain standards which school buses shall meet. There are, of course, hundreds of specific standards which school buses should meet, but space limitations of this book prevent more than a listing and brief discussion of the general standards which should govern the more specific standards. Those general standards follow.

1. *Safety* is the first standard which school officials should keep in mind when purchasing a bus or approving a contract for a privately owned one. Respect for this standard should continue

to lead to the adoption of steel construction, safety glass, emergency doors, standard colors, and innumerable other safety features

2 *Comfort* is second only to safety in its importance as a standard for school buses. Such defects as poor ventilation, liability to extreme temperatures, and improper seating provision can injure health and thereby affect the safety of pupils as much as an accident. A seat should be provided for each pupil.

3 *Durability*, that is, the ability to stand the wear and tear of use, is another factor to be kept in mind in purchasing or renting a school bus. Provided the finances of the school board permit, the extra money necessary to secure durability will usually be a good investment.

4 *Economy*, especially in the chassis, is still another factor to be kept in mind in selecting and operating school buses.

5 *Availability of repairs*, especially for the chassis, is a final consideration to be kept in mind.

13 What provisions should the school board make for the housing, regular inspection, and repair of its buses?

The board should adopt a policy to be followed in keeping its buses in condition for efficient service, and it must assure itself that privately owned ones are kept in the same condition. Many states require an annual inspection of all school buses, sometimes a state agency, such as the state highway patrol, has the responsibility of making the inspections.

School districts which own several buses, for example, more than six, have found that the most satisfactory plan for housing, repairing, and servicing is to own or to rent an equipped garage and to employ an automobile mechanic. In addition to keeping the buses in good repair and properly serviced, in many school systems the mechanic will have time to drive a bus on one of the shorter routes, or to drive an

emergency bus in case of an accident or a breakdown with a regular bus.

14. Should school boards own their buses
or contract for them with a private owner?

The tendency is toward school-board ownership of school buses, although most boards still contract for them. Most authorities favor school-board ownership for the following reasons:

1. Practically all investigations have shown that board ownership is cheaper. School-owned buses are not run for profit, moreover, they are usually exempt from all forms of taxation, such as sales and income.

- 2 Board ownership provides better buses and better transportation service in general. A new school bus now costs several thousand dollars, which most persons as individuals are not able to guarantee.

3. Board ownership enables the school to use the buses for educational visits to factories, farms, institutions, and other places

Since school boards own school buildings, school sites, and all other school equipment, they should also own their school buses as soon as they can arrange to purchase them.

15. What should be the length of a transportation
contract which the school board makes?

Since longer-term contracts usually obtain a better type of school bus and lower transportation costs, it is recommended that when the contract plan of transportation is used and the contractor is procuring new equipment, the contract be written for a period of at least three years, provided the state laws permit. After this initial contract, the contract may

be renewed for one year at a time so long as the old equipment is used and is satisfactory to the board. Of course, the school board should not contract with an owner who does not have a safe bus or a dependable bus driver

16. How may school boards finance the purchase of school-owned buses?

One of the following plans may be used, depending upon the provisions of the state laws and the condition of the school board's finances:

1 Paying cash for them This plan is recommended whenever the finances of the school district permit.

2 Issuing bonds for them Bonds, however, should not be issued for a term longer than the life of the buses

3 Obtaining them through a rental arrangement By this plan the board agrees to pay a stipulated amount of rent for a certain number of years with the understanding that it may have title to the bus at the end of the period The legality of this plan is doubtful in a few states

In a school district that has several school buses, a replacement program should be planned whereby all the buses will not have to be replaced during the same year. Experience shows that a good bus that is carefully used should last at least eight years.

17 What control should the school board give to the use of buses for purposes other than transporting pupils on the regular trips between their homes and school?

Because of the greater danger of damage to the buses and of injuries to passengers, the board's rules and regulations governing the use of school buses for other than strictly

school purposes should be even more rigid than those governing the use of buildings, grounds, and other school property for such purposes. All use of public-owned school buses should contribute to the education and well-being of pupils, in fact, they *must* make that contribution in order to be legal. Such uses as the following contribute to the purpose just mentioned and should be approved by the board

1. To transport pupils to exhibits, museums, institutions, industrial plants, and similar places which the pupils are observing or in which they are participating
2. To transport ill or injured pupils to their homes, to a hospital, or to a physician.
3. To transport athletic, debating, and other groups representing the school in contests

TRANSPORTATION INSURANCE

18. What liability, if any, does a school board have for accidents?

The answer to this question is completely given under question 10, Chapter 15, of this book and need not be presented here

19. Why should every insurance policy be carefully read before the premium is paid?

Following accidents, many bus drivers and school officials have learned, often to their sorrow, that their insurance policy did not cover all the risks which they believed it did. They had not carefully read their policy. Liability insurance and accident insurance are frequently confused, and school officials should not pay for one of them in the belief that they are obtaining the other or both coverages. Definitions of these and other types of school insurance have been given in the

answer to question 11, Chapter 8, and may be read again if needed.

20 What kinds of transportation insurance,
if any, should school boards carry?

The kinds of transportation insurance which should be carried by a school board will be determined first of all by the statutes and court decisions of the state. The kinds to be carried will be determined also by the finances of the board and by whether the board owns the school buses or contracts for them. When the statutes and court decisions permit, the following kinds of insurance are recommended under school-board ownership of buses (1) bodily injury liability, (2) pupil accident, (3) property damage liability, (4) fire, (5) tornado; and (6) either full collision or deductible collision. When the board contracts for its school buses, at least the following types of insurance should be required of the contractor (1) bodily injury liability, (2) pupil accident, and (3) property damage.

Since protection of the pupils should always be uppermost in the minds of school officials, the first type of insurance to be carried should be *pupil accident*, and it should be carried on both school-owned and privately owned school buses.

The Curriculum and Teaching Procedures

IMPROVING THE CURRICULUM

1. What is the curriculum?

In the early days the curriculum was regarded as a list of subject matter which pupils were expected to learn and to recite. Since this subject matter was usually limited to reading, writing, arithmetic, and the other school subjects, those subjects usually determined the curriculum. In those days *book* learning was regarded as the most important if not the only type of learning, hence the textbooks used by a school determined its curriculum.

During recent years, the curriculum has come to have a much broader meaning than formerly. It has come to include not only textbook learning but all other types of learning in which the pupils engage under the direction of the school. As Figure 12 indicates, it includes information, skills, and all other experiences which pupils receive from books, magazines, newspapers, movies, church, travel, play, and all other activities in which they engage under the direction of the school. It is as broad as life, and its purpose is to give the pupils experiences which will prepare them for life. The

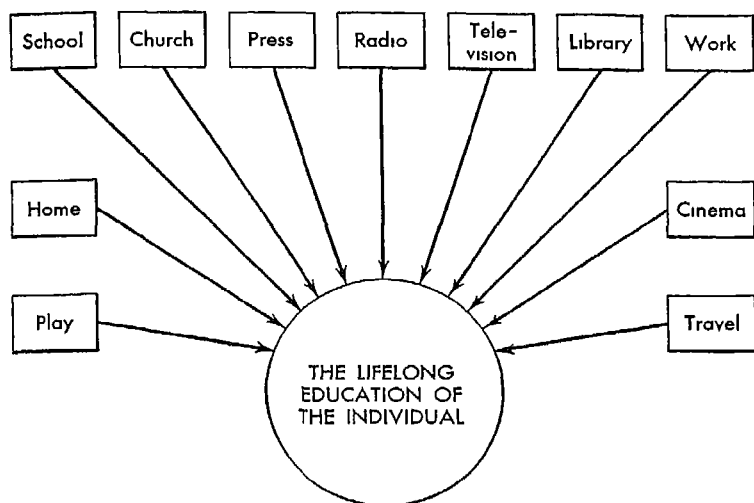


Figure 12. The chief agencies which now contribute to education of the individual
* The experiences provided by all these agencies should be a part of the curriculum

merit of the curriculum largely determines the merit of the school.

2. How does the curriculum of today differ from that of earlier years?

Since the school subjects have usually determined the curriculum, the growth of the curriculum may be best seen from observing the increase in the number of the school subjects. Because of the growing complexity of society and the tendency for the home to shift the responsibility of education to the school, the school subjects and the materials in them have had to be increased to meet the needs of the pupils. The following columns give a bird's-eye view of the growth of the subjects in the elementary-school curriculum from the time of the first schools in the United States to the present.

1635	1775	1875	At Present
Reading	Reading	Reading	Reading
Writing	Writing	Writing	Writing
Bible	Arithmetic	Arithmetic	Arithmetic
	Spelling	Spelling	Spelling
	Bible	Conduct	Character Education
		Language and Grammar	Language and Grammar, especially Language
		Geography	Geography
		History and Civics	History, Civics, and Current Events
		Drawing	Art
		Music	Music
		Nature Study	Science
		Physical Exercises	Health and Physical Education
			Safety Education
			Industrial Arts ^a
			Home Economics
			Agriculture
			Consumer Education

The subjects of the secondary school (now usually called the high school) have increased even more rapidly than those of the elementary school (sometimes called the grade school). Whereas the subjects of the first secondary schools of the United States were usually limited to Greek, Latin, and higher arithmetic, most secondary schools of today, especially the larger ones, offer dozens of subjects including English, social studies, sciences, mathematics, homemaking, industrial arts, agriculture, commercial education, foreign languages, music, and health and physical education. For many years the chief purpose of the secondary school was to prepare its graduates for college, and little provision was made for the large number of students who did not desire to, or could not, attend college. During recent years, however, the secondary

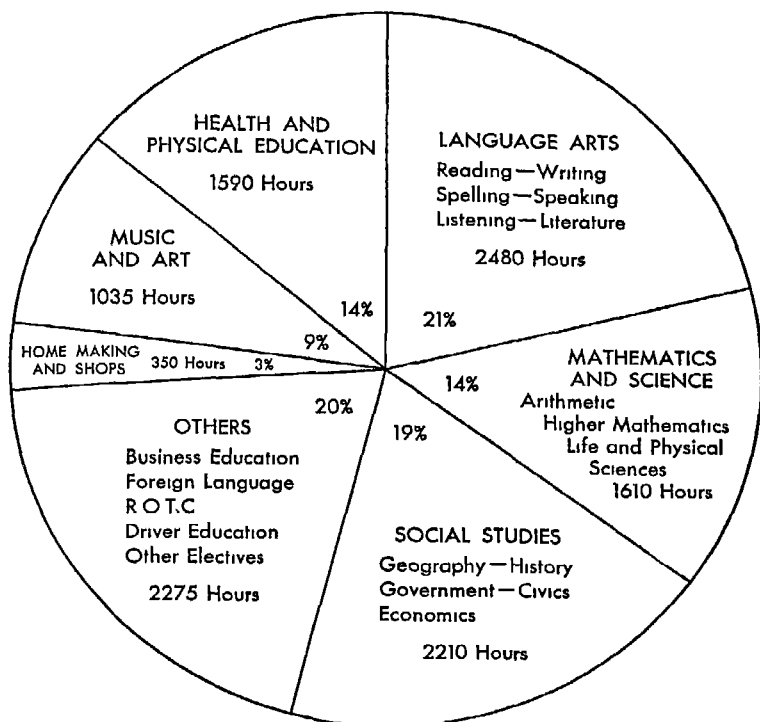


Figure 13 Distribution of pupils' time to the various school subjects. A pupil attending school in Oakland from kindergarten through twelfth grade will spend approximately 11,550 hours in school (From *Oakland Public Schools*, Vol 2, p 1)

school has attempted more and more to better meet the needs of all its students, it has attempted to give preparation for life as well as for college.

3. How may the curriculum be kept up-to-date?

The chief criticism which has always been made of the schools has come from their failure to meet social needs, because of their use of an out-of-date curriculum. New school subjects have been introduced slowly into the curriculum.

Moreover, when a subject has found a place in the curriculum, the tendency has been to keep it there long after the need for it has passed. Much "dead wood" has been kept in the curriculum largely because the school, like all institutions, has been conservative.

The only way by which the curriculum may be brought up-to-date and kept there is through a constant pruning of this "dead wood" by school officials and employees. Social needs are constantly changing and the school must keep itself informed concerning these changes in order that its curriculum may adequately prepare young people for the kind of life they must actually live. School officials and employees must realize, however, that all fundamental changes made in the curriculum must have the approval of the people of the community.

4. Who should determine what the schools shall teach?

In all states most of the subjects to be taught in the elementary school, and the number of minutes each week that they are to be taught, are prescribed by state law; and many of the subjects to be taught in the high school are also thus prescribed. Beyond these so-called *minimum essentials* each school board determines what shall be taught in the school system over which it has charge. A wise school board, however, will not take any action upon the curriculum until it has obtained the recommendations of the members of the instructional staff of the school system. These recommendations should be organized under the leadership of the superintendent of schools and presented by him to the board. Moreover, each teacher should be given permission to make reasonable changes in the curriculum in order that the needs of her pupils may be more adequately met. Any teacher who

cannot be trusted with this responsibility is not worthy of a position in the schools, and a school board must determine and enforce this responsibility of its teachers

5. How should the school deal with political, social, and economic questions over which there is a difference of opinion among the people?

There are few, if any, questions of today to which the final answer is known, and there are thousands of questions to which the final answer is *not* known. School boards should not only permit but should expect teachers and other employees to make the pupils acquainted with social, political, and economic questions which are appropriate to the age and understanding of the pupils. These questions are resulting in too much conflict among our people and those of other countries, and the schools should give greater attention to them.

Teachers should not be permitted to teach the pupils *what to think*, but should be expected to teach them *how to think*. They should help the pupils to find and to use the facts and arguments on *all* sides of the questions being discussed, and they should expect the pupils to reach their own conclusions. The most important contribution which teachers can make is to develop in their pupils greater respect for the *truth* and to give them preparation for *finding* the truth.

6. Should the schools undertake to prepare pupils for a vocation?

Because of the young age of its pupils, it is generally agreed that the elementary school should not undertake to prepare the pupils for a vocation but should emphasize general education, that is, preparation for citizenship. Since almost four-fifths of the high-school graduates are unable to attend college, the high school should offer as much vocational prepara-

tion as possible for those students who must start earning their living after high-school graduation.

The kind of vocational work to be offered should be determined by a survey of the vocational opportunities of the local community and other communities. In rural communities the vocational departments most frequently needed will be agriculture and homemaking, while in the cities the departments most frequently needed will be homemaking, commercial, and various types of industrial arts. Since no school can meet the vocational needs of all its students, its aim should be to offer those courses which will meet the needs of the largest number of students.

The chief purpose of the school is to prepare good citizens; therefore, the vocational program of the schools should not neglect to give the pupils preparation in citizenship as well as in the vocations which they wish to enter. It should be the aim of the school to produce well-rounded members of society, and every school should provide an educational and a guidance program which will aid in obtaining that result. Well-rounded individuals will not merely be docile followers, they will be able to think and decide for themselves.

7. Why was religious instruction eliminated from the public schools, and how may these schools cooperate in the giving of such instruction today?

Until about 1825, instruction in religion was given in practically all public schools. After that date, it began to be taken from these schools because of the many conflicts among the various religious sects. At present, every state prohibits the teaching of religious creeds in the public schools.

Most states, however, permit the reading of the Bible in the public schools and will permit discussion of its historical and literary features as long as religious interpretations and creeds

are avoided. The United States Supreme Court recently ruled legal the New Jersey law which requires the daily reading of at least five verses from the Old Testament in the public schools, and allows any pupil to walk out if he does not want to participate.

Most states also permit the public schools to dismiss any or all pupils for a short period of time each week in order that the pupils may go to their respective churches to receive religious instruction. Although the public schools cannot give religious instruction, they should cooperate with other agencies which are organized for that purpose. By so doing they can help to raise the moral standards of their community and of the nation.

THE PLACE OF EXTRACURRICULAR ACTIVITIES

8. What is meant by extracurricular activities?

The term *extracurricular activities* includes all pupil activities which are not a part of the regular studies of the school. Some of the more common of these activities are athletics, debates, clubs, dramatics, and student publications. Since such activities have educational value, they should be regarded as a part of the curriculum rather than being outside it. Although they are sometimes conducted outside the classroom, they are a part of the learning of the pupil; school officials and employees should give them supervision.

9. Are extracurricular activities receiving too much time and attention in the schools today?

The extracurricular activities have grown very rapidly during the last few decades, especially in the high schools and colleges. They have also had a rapid development in

the upper grades of the elementary school. In the larger schools dozens of such activities are usually found, and practically all pupils participate in at least one of them.

In the early days school officials and employees took little or no interest in the extracurricular activities, and in most instances they considered them to be worthless. During recent years, however, forward-looking educators have come to believe that these activities, if properly directed by the school, have large educational value and are worthy of a place in the school program. If properly directed, many of the activities have larger educational value than some of the school subjects. Pupils like to take part in them, and through them valuable and unforgettable lessons in cooperation, sportsmanship, fairness, honesty, loyalty, and discipline may be taught. They also serve as constructive means of self-expression for many students.

10. Is there a tendency for the schools to neglect extracurricular activities of an intellectual type and to emphasize those of a physical type?

Many schools emphasize athletics too much and neglect the more intellectual extracurricular activities such as debates, dramatics, and musicales. In the long run overemphasis on athletics or any other extracurricular activity will be as injurious to the pupils of a school as too much pie or cake is to the human body. School officials and employees have the obligation of making certain that a proper balance is maintained among the various types of activities which their school offers, and they also have the obligation of seeing that each pupil who takes part in the activities does not pursue activities of one type to the exclusion of other types. The development of well-balanced pupils, rather than the production of winning teams, should be the aim of the school.

11. What supervision should the school board expect school employees to give the extra-curricular activities?

The school board should delegate to the superintendent, the principal, and the teachers of a school the work of organizing, administering, and supervising all extracurricular activities in the school and should hold them responsible for efficient performance of this work. The board should not interfere in the management of such activities unless school employees prove themselves to be grossly incompetent in performing these duties. It should not interfere in such work as the arranging of school contests or the selection of students to take part in such contests. Moreover, board members should not expect free admission to school activities which are not free to the general public, in fact, they should not expect *any* favor which is not given to the general public. They should try to be an unselfish example for other public officials and for the members of the community.

12. What supervision should the school board give to the finances of the extracurricular activities?

A number of extracurricular activities receive and spend money, and some of them in the larger schools receive and spend thousands of dollars annually. Whether the amount of money be large or small the school must give supervision to it. No school activity can justly claim that since it has earned its money it should be permitted to spend it in any manner which it chooses. The school board should require school employees to organize an efficient accounting and auditing system for all extracurricular funds. It should also require regular reports to it of the status of all such funds.

School supervision of these funds should be provided for two reasons. In the first place, it will obtain a more eco-

nomical expenditure of the funds. In the second place, it will guarantee the financial honesty and will protect the reputation of all persons who handle the funds. All accounts should be so kept that no one could ever justly question the honesty and the efficiency of the persons who keep them

13. Should public funds be used to finance
extracurricular activities?

At present, practically all extracurricular activities are financed through admissions, dues, and other private funds. Public funds are seldom used for financing them. Since such activities have educational value, public funds may be justly spent for them when the state laws permit and when other more important school work is not cheated. It should be kept in mind, however, that the expenditure of public funds for extracurricular activities is still illegal in many states.

TEACHING PROCEDURES

14. Should the school board prescribe the class-
room procedures which teachers shall use?

So long as teachers obtain desirable results with the pupils, the school board should not concern itself with the methods of teaching or other classroom procedures used by them. There are many excellent methods of teaching, and teachers who are worthy of employment should, under the supervision of superintendents and principals, be permitted to select the method which is most appropriate for them and their pupils. In fact, since the *best* methods of teaching have not yet been determined, teachers should be not only permitted but encouraged to do some experimenting with the various methods. Not all teachers should be required or expected to use the same methods. Teachers who never do any experimenting

and who act as if they know "all the answers" are usually the poorest ones; they are apt to be like the Irishman's turtle—"dead and doesn't know it." Progress in any procedure or endeavor can come only through experimentation and a willingness to adopt new methods when they have good prospects of being an improvement over the old.

15. What changes have modern schools made
in the old-fashioned recitation?

In the schools of former years the teacher made the same textbook assignment to all her pupils, and expected them to memorize and be able to *recite* the material at the next class meeting or "recitation." The old-time teacher was largely a "hearer of recitations." In modern schools, however, different assignments are often made to the various pupils, and these assignments are made from other books and sources as well as from textbooks. Moreover, during the recitation period the pupils are not only permitted but are expected to do more than recite what they have memorized, they are permitted and expected to discuss and to ask live questions and thereby to receive training in *thinking* as well as in memorizing.

16. Should the schools expect the pupils to
prepare some of their school work at home?

Because most parents object to their children being required to do much of their school work at home, schools should adjust their programs in order that such homework may be reduced to a minimum. This recommendation is made especially for the elementary school. Teachers rather than parents, brothers, sisters, and other members of the family should be expected to help the pupils prepare their lessons.

17. What kind of discipline
should the schools keep?

Discipline which is too severe, as well as no discipline, should be avoided by the school. The former tends to make pupils afraid of teachers and may give them the feeling that they are being treated unjustly. A lack of discipline tends to make pupils uncontrollable and to encourage them in believing that they should always have their own way. The school should steer a middle course between these extremes. The well-disciplined school does not resemble either "a cemetery or a riot"; it has the amount of freedom which pupils are able to use intelligently.

Discipline should make the pupils understand, and wish to accept, the regulations of the school; its basis is good education, a part of which is self discipline. Moreover, the pupils should be given opportunity to cooperate in the making of the regulations. They should be taught to realize that with desirable personal *freedom* goes a large amount of *responsibility* to one's fellows. Fear of physical punishment or of the loss of certain privileges is a poor substitute for understanding of and respect for desirable regulations.

18. What are reasonable rules for
the punishment of pupils?

Pupils may be punished only for the violation of a reasonable rule of the school. And they may be given reasonable corporal, that is, physical, punishment for the violation of a reasonable rule, provided the rules of the school board do not prohibit corporal punishment. What constitutes reasonable punishment is, of course, always a question for the courts to decide. The courts have decided the following school rules to be reasonable and therefore legal.

1. That pupils present a satisfactory excuse for absence or tardiness.
2. That pupils stay on the school premises during the noon period.
- 3 That pupils do home work not prohibited by their parents
- 4 That pupils participate in graduation exercises

The courts have also decided that the school may mete out reasonable punishment to pupils who have been guilty of the following conduct outside of school

1. Abusing other pupils on their way to or from school
2. Immoral conduct
3. Insulting a teacher.
- 4 Publishing derogatory remarks about the school or a teacher.

The courts have decided, though, that all punishment must be reasonable For inflicting unreasonable punishment, teachers may be fined by the courts. Types of unreasonable punishment that have been decreed by the courts are too severe corporal punishment, or the punishment of an entire group of pupils in order to find the guilty pupil or pupils.

19. Why should the schools do everything possible to reduce pupil failure?

In the whole United States approximately 10 per cent of the pupils fail to do successfully the work of their grade or subject, and are not promoted Such failure and non-promotion mean a large loss to the pupil and to society, and everything possible should therefore be done by the school to reduce them. In an ideal school each pupil would be given

the amount and the kind of work suited to his ability, and he would be helped in every way possible to complete the work assigned him. For the school to fail a pupil because of his inability to do more work than he is capable of doing is as foolish as trying to drive a five-ton truck over a bridge designed for a two-ton truck. The school should be more interested in adjusting itself to the pupil than in requiring the pupil to adjust himself to the school.

Administration of Textbooks and School Libraries

SELECTION AND USE OF TEXTBOOKS

1. How much emphasis is placed upon textbooks in the schools of the United States?

In the schools of the United States textbooks have always largely determined the materials and the methods of instruction. They have always been a sort of "educational bible" to be followed closely and carefully by teachers and pupils. This emphasis upon the use of textbooks has been a powerful factor in making the people of the United States one of the largest groups of readers in the world. The ability to read has been the precious key which has enabled our people to unlock and to examine the world's greatest storehouse of knowledge—books, magazines, newspapers, and other reading materials.

In the schools of some foreign countries much larger emphasis is placed upon the lecture method of instruction than upon the textbook method. This emphasis upon the lecture method is begun in the early grades and increases with each year of school life. Whereas our practice tends to develop good "readers," foreign practice tends to develop good "listeners," and each of these accomplishments is valuable.

2. What is the proper use
to be made of textbooks?

The more progressive teachers in the United States are adapting the textbook to the needs of their pupils. Moreover, they are not limiting the materials of instruction to what is contained in only one textbook, because they realize that no textbook can contain all the information or all the viewpoints on a subject. They are supplementing the materials of the textbook with materials found in other books, in magazines, in newspapers, on the radio and television, in motion pictures, in the life of the community, in travel, and in other sources. They know that the materials of education are not confined to any one source.

Just as there are many excellent methods of raising livestock, of selling merchandise, and of obtaining good results in all other endeavors, so there are many excellent methods of teaching. Some teachers obtain good results from using one teaching method, while other teachers secure equally good results from using another. School boards and superintendents should, therefore, hold each teacher responsible for obtaining desirable results, but they should not prescribe the methods to be used in obtaining those results. They should permit each teacher to determine the amount and the type of use which he shall make of textbooks. Teachers who cannot be trusted to make such decisions are not worthy of employment, and it is unfortunate to have to report that some teachers have proved themselves thus unworthy. Some teachers must be dismissed.

3. How do our textbooks compare in quality
with those of other countries?

The large use of textbooks in the United States has resulted in the development of the best textbooks to be found in any

country. Numerous private publishing companies have been organized to cater to the textbook business, and competition for the business is extremely keen. This has resulted in a tremendous improvement in textbooks during recent years. For most of the school subjects there are many textbooks from which school officials and employees may choose, and all these books are hopefully promoted by their publishers. Companies have gone bankrupt because their textbooks could not compete with those of other publishers. Many publishing companies have had to combine with others.

Although the general quality of textbooks is excellent, it should be recognized that not all of them have the same quality. Some of the books are distinctly poor, and not even the best ones are perfect. Some are interestingly and accurately written, while others are dull and inaccurate. Some present fairly all sides of controversial questions and provoke thinking among the pupils, while others try to indoctrinate the pupils with only one point of view and thereby stifle thinking. Suggestions on how the *best* books may be selected and on how textbooks should not be selected are given in answer to questions 8, 9, 10, 11, 12, and 13 of this chapter.

4 How much do textbooks cost,
and do they cost too much?

More than \$100,000,000 is spent each year for textbooks in the elementary and high schools of the United States. This expenditure is surprisingly low when it is considered in relation to the importance and the quality of textbooks, and in relation to the total cost of the school. For each pupil, on the average, it is approximately four dollars per year and approximately three cents per school day, of course, per pupil costs are higher in the upper grades, because the pupils there must

have more and higher-priced textbooks. Only approximately 2 per cent of the total expenditure for elementary and high schools goes for textbooks.

It is unpleasant to have to report that in thousands of schools the pupils are required to use out-of-date or worn-out textbooks, and that in thousands of other schools there are not enough textbooks to supply all pupils. In normal times probably nothing could increase the efficiency of the average school system more than additional expenditures for textbooks and for supplementary books. And in times of financial stringency the normal allocation for textbooks and for supplementary books is certainly one of the last items which the average school system should reduce in order to balance the school budget.

Of course, many persons complain about the "high cost" of textbooks. These complaints are often made by parents in school districts which do not provide free textbooks, and they become more understandable when it is realized that new clothing and other supplies for starting the children to school must be purchased at the same time that textbooks are bought. In school districts which provide free textbooks parents do not complain about the cost of textbooks. This is another argument for free textbooks.

Criticisms of the "high cost" of textbooks also frequently come from "politicians" who claim that they could save "millions of dollars annually" through the state publication of textbooks, or through some other change in textbook policy. Such persons, of course, are merely "talking through their hats." Savings would be possible, and should always be striven for, but in any state or local school system they would probably be counted in the hundreds or thousands of dollars, not in the "millions." Of course, savings made by cheapening the quality of textbooks are false economies.

5. Should textbooks be furnished pupils through public funds, or should pupils or their parents be required to purchase them with their own funds?

More than half of the states now *require* school boards to furnish free, that is, public-owned, textbooks, and practically all of the remaining states *permit* school boards to furnish them. In several states, especially in the South and the Southwest, free textbooks are provided with state funds, but in most states they are provided with local funds. The tendency everywhere is toward the furnishing of public-owned textbooks for both the elementary and the high school. The tendency should continue.

When public-owned textbooks cannot be furnished to both elementary and high-school pupils, they should be furnished to the elementary-school pupils, because elementary-school education is more important to the pupil and to society. The first obligation of school officials is to make sure that the elementary-school pupils are not handicapped by lack of textbooks; the welfare of high-school pupils, although extremely important, is a secondary obligation. The arguments most frequently advanced for public-owned textbooks are the following.

1. All pupils are placed upon the same plane, and poor children are not embarrassed by not having textbooks.
2. The cost to the community is less than under pupil ownership, and the cost is spread over the whole community through taxes.
3. The criticism of many parents concerning the cost of textbooks is eliminated. This criticism comes especially from the less wealthy parents and is increased by the fact that these parents usually have larger families.

4. Textbooks may be more easily changed when change is advisable.

5. On the first day of school each pupil is provided with his textbooks and is ready to begin work immediately. When pupils purchase them, there are many delays in obtaining them and such delays handicap both pupils and teachers.

Education will be more attainable to all children when textbooks, workbooks, and all other school supplies are furnished pupils through public funds. School boards and employees should work for this greater equality in educational opportunity for all children.

6. When the school board does not provide free textbooks for all pupils, what provision should it make for pupils who are unable to purchase them?

In states which do not require school boards to provide textbooks for all pupils, the laws usually require them to provide textbooks for those pupils who are not financially able to purchase them. The laws also usually require that free school clothing shall be provided such pupils. Such laws are in accord with the ideal of the United States that no pupil shall be prevented by poverty from obtaining at least a minimum amount of education, and school boards should willingly cooperate in their enforcement.

7. What provision should the school board require school employees to make for the care of public-owned textbooks?

The board should require school employees to organize an accounting system for all public-owned books, and to take precautions against loss and unnecessary damage, the superintendent should be expected to take the lead in organizing

such a system. A textbook that is carefully used should last at least three years, especially for pupils in the upper grades of the elementary school and in the high school. Ample shelves should be provided for the books when they are not in use, and teachers should be responsible for their care.

In large school systems, for example those having more than 300,000 inhabitants, school boards should consider the advisability of organizing a department for the repair of textbooks and library books, in fact, pupils in the fourth grade or above can often make simple repairs on their own textbooks. The small school systems, however, will almost always be able to save money by having major repairs made by a private book bindery, moreover, they will usually be able to obtain a better quality of repairs from such firms

8. What should be the unit of selection for textbooks?

At one time more than half the states, mostly in the South and Southwest, provided for adoption of uniform textbooks. In recent years, however, most of these states have effected a compromise between state adoption and local adoption by requiring the state adoption of two or more (usually three) textbooks for each grade and each subject. From this multiple list, local school boards and educational employees are permitted to select the textbook which they desire to use in their school system. Most authorities in school administration favor local or county adoption for the following reasons:

- 1 Local or county adoption permits the selection of textbooks which are better adapted to the educational needs of the pupils. State adoption falsely assumes that educational needs throughout the state are the same

- 2 Local or county adoption permits school boards to obtain the help of their educational employees in selecting the textbooks.

Since these employees must use the books, they should have a large voice in their selection. In state adoption the members of the selecting agencies frequently are not engaged in educational work, and many of them are "politically" appointed and are susceptible to "pull" and similar influences.

Certain southern states provide free textbooks out of state funds. Largely on this account a few state authorities still favor uniform state adoption, believing that it is cheaper and that it better accommodates pupils who transfer from one school district to another. However, most textbook publishers and most teachers prefer local adoption of textbooks.

**9. For what length of term should
textbooks be adopted?**

Practically all states have enacted laws governing the length of term for which textbooks shall be selected. The term varies among the states, but the one required is usually three, four, or five years. These laws have as their chief purpose the protection of the public purse from too frequent changes in textbooks. Many of the laws, however, must be criticized because they make it impossible to change to a much better textbook until the term of adoption of the present one is concluded. Local school officials should be permitted to select the textbooks for their schools, and they should be permitted to change them at any time they deem advisable just as they are permitted to change superintendents, teachers, or other services when change is deemed advisable; because of the cost, they should, however, avoid too frequent changes.

**10 What are the duties of school boards and
school employees in textbook selection?**

The selection of the best textbook is a time-consuming and difficult task, and school boards do not have the time or

the technical knowledge necessary to perform it. They should therefore delegate this work to the superintendent, supervisors, principals, teachers, and other educational employees, because these employees have the time and the preparation to perform it. The board should, however, always require the employees to explain and to justify their recommendations, above all, the board should see that the teachers who must use the books have a voice in their selection. In the more progressive school systems, committees of teachers, principals, and other educational employees are appointed by the superintendent to assist in the selection; this practice should be adopted by every school system.

11 What policies should be followed by textbook committees in doing their work?

One of the best contributions to desirable methods of textbook selection has been made by the American Textbook Publishers Institute in a six-page booklet entitled *Desirable Procedures for Selecting Textbooks*.¹ The policies of textbook selection recommended in that excellent publication are summarized and briefly supplemented herewith

1. The committee should not be secret
2. The committee should be small. About five members are usually desirable, although the number may be increased in the larger school systems.
3. Since teachers are seldom experts in several subjects, their work on the committee should not include too many subjects.
4. The committee members should be given adequate free time to do their work.

¹The American Textbook Publishers Institute, One Madison Avenue, New York 10, N. Y.

5. A desirable time schedule for getting the work done should be set for the committee

6 Publishers should be notified by the superintendent of pending adoptions

7. Provisions should be made for interviews with textbook agents

8 Hearings with textbook agents may be desirable in the committee's work

9 Outside consultations should be prudent, if used.

10. Committees should be encouraged to study all aspects of the publisher's program

11 The development of a course of study and the selection of textbooks should go hand in hand

12 Individual judgment on a textbook's content and methods should be emphasized by the committee members

13. The superintendent should review the recommendations of a committee, and if he strongly disagrees he should state his reasons to the committee and request a second-choice recommendation. He should make all recommendations to the school board, committee members and textbook agents do not have any responsibility in presenting recommendations to the school board.

12. How may the frequent criticism of textbooks that are being used be avoided or reduced?

In many communities the textbooks that are being used are severely criticized by small or large groups of the community. Textbooks in the social studies (history, civics, current events, economics, etc) are most frequently criticized because their authors sometimes advocate political, social, or economic views that many citizens believe to be too "leftist," if not downright "red "

School boards and school employees should guard against the selection of textbooks that are too much to the "left" or too much to the "right." When the board and the superintendent find that a textbook which has been selected has come under severe attack, they should consider securing an evaluation of the textbook. This evaluation can best be made by a small committee of intelligent and fair-minded citizens of the community that will report its recommendations to the school board, which makes the final decision. Of course in states which have state adoption of textbooks local boards must use the textbooks adopted by the state.

**13. What should be the business relationships
between school people and textbook companies?**

School boards and school employees are sometimes criticized for being under the influence of a certain textbook company. There is, of course, no easy way of ascertaining the truth of these charges, but persons in the best position to judge believe that there is "more smoke back of them than fire", practices which justify such charges are undoubtedly the exception rather than the rule. Practically all textbook companies and their representatives, as well as school officials and employees, are honest.

It should go without saying that school officials and employees should select textbooks entirely on the basis of the quality and the cost of the books. They should not select them on the basis of contributions of publishers to campaigns for school board membership, the need for business of the textbook agent or his company, expenditures for entertainment of school officials or employees, the promise of help in obtaining a better position, or for any other selfish reason. School people who have anything to do with the selection of textbooks should discourage excessive entertainment of text-

book agents; in fact, they would usually be more correct to forego all such entertainment. Any sharp practice or carelessness in the selection of textbooks is bound to handicap the pupils and the teachers who must use the books, and it will mar the reputations of the school people or the textbook agents who have followed the practice.

IMPROVEMENT AND USE OF SCHOOL LIBRARIES

14. What contribution does a good library make to the efficiency of a school?

In the more progressive schools, the library is regarded, next to the teacher, as the most important feature of the school. As noted in a preceding section of this chapter, school officials and employees are rapidly changing their belief that the textbook is the only source of knowledge, and are striving to acquaint pupils with other books and other sources of information, in this attempt they find a good library an indispensable help. From all classes and departments of the school, teachers and pupils make constant visits to the library to use its books, magazines, newspapers, maps, and other materials. A library is as necessary to a good school as the heart is to the human body.

15. How many schools and communities are at present not provided with efficient library service?

The American Library Association estimates that 45,000,000 people in the United States are wholly without local library service, and that 40,000,000 others do not possess adequate library service. In other words, less than one-third of our people have access to adequate libraries. The deficiencies in libraries are found especially in the rural communities and in the small towns. Thousands of schools do not



Courtesy of Staten Island Advance

Figure 14. A mobile unit of the type that brings library facilities to rural communities and to outlying sections of large cities which lack a school library or a public library

have any kind of library, and thousands of others do not have an adequate one. Many school boards in the rural school districts are now cooperating with a central library in providing traveling-library services for the village and rural schools. A picture of such a library is shown in Figure 14.

16. What are the types of school-library control and administration, and which type is usually preferred by school officials and employees?

There are three types of school-library control and administration. These are as follows

1. Control by the school board. Under this plan the school board provides, and is in complete control of, all library facilities. The plan is by far the most frequently used, it is always used in the small school systems.

2 Joint control by the school board and by the public library board. Under this plan the public library board usually furnishes the librarian, and the school board usually provides equipment and other facilities for the library.

3 Control by the public library board. Under this plan the public library board provides, and is in complete control of, all library facilities.

Although the other two types of control are known to be working well in various communities, most school officials and employees believe that the school library should be controlled and administered by the school board. They argue that this plan gives greater assurance that the needs of the pupils will be met better than under joint control or under control by the public library. The alternative plans, however, should not be rejected without adequate study and consideration for a special situation.

17. When the community does not have library facilities should the school board try to make the school library available to all persons of the community?

Many school boards make the facilities and services of the school library available to the whole community. To serve better the community needs, many boards keep the library open during the summer months, during the evenings, and on Saturdays. Such arrangements would seem to be entirely commendatory, especially when the community does not have public library service and provided community use does not handicap school use.

- 18 Under what conditions should the school board consider the employment of a librarian for a school?

Under ideal conditions every school would have a librarian, either part-time or full-time. This recommendation is made especially for high schools. Because of lack of finances, however, a librarian's services usually cannot be provided in the smaller schools, say those having less than ten teachers. Full-time librarians are found today, as a rule, only in the large high schools. The small high schools and the elementary schools are usually not provided with a librarian, either part-time or full-time. In the small high schools one of the teachers is sometimes employed to devote part of her time to the work of the library, this arrangement should be made by all small schools whenever the condition of the finances permits.

19. What qualifications should a school librarian possess?

Just as the teacher largely makes the classroom what it is, so the librarian largely makes the library what it is. In person-

ality, in college preparation, and in other respects, the librarian should be among the best qualified employees of the school. In fact, because she must serve the needs of all pupils and all teachers, she should probably have even higher qualifications than teachers. Most authorities recommend that she possess the same amount of undergraduate preparation as the usual teacher, and that she have, in addition, at least one year of preparation in library science.

20. How may the school board assist in
building up the school libraries and
in encouraging their use?

A school library which is to serve the needs of the school best must be provided with adequate quarters and equipment, and above all it must constantly be supplied with proper and adequate reading materials. These reading materials are the lifeblood of a library. The chief contribution, therefore, which the school board can make to building up the school library and to encouraging its use is through making adequate funds available each year for the purchase of new materials. If funds are at all available, at least one dollar per high-school pupil and fifty cents per elementary-school pupil should be expended annually for library materials.

Selection, Pay, and Tenure of Teachers

METHODS OF SELECTION

1. Why should great care be taken by school boards and superintendents in selecting teachers?

Teachers primarily determine whether the school will be efficient or inefficient, and therefore great care should be given to their selection. When the importance of education to society and to the individual is realized and when it is remembered that teachers largely determine the quality and the amount of that education, the importance of these employees is more clearly seen. Teachers can be among the real makers of history, because pupils both now and when they have become adults will probably do what they have been taught to do by their parents, their teachers, their clergymen, and all other persons close to them. Although well-qualified teachers must be paid good salaries, poorly qualified ones are much more expensive in the long run because they make little contribution to the pupil and to society, in fact, incompetent teachers may be a positive menace to their pupils and to society, and should not, therefore, be employed

- 2 What should be the responsibility of the school board and of the superintendent of schools in the selection of teachers?

Because of his educational preparation and teaching experience the superintendent best knows, or at least should best know, the qualifications needed for holding each teaching position in the school system, the school board should, therefore, delegate to him or to one of his representatives the responsibility for investigating the qualifications of and for recommending all teachers for appointment by the board. The laws of a few states now make this requirement, and it would be helpful if all states would enact such laws. Progressive school boards have adopted such practices even before state laws have required them. Although most school board members are conscientious and intelligent, few of them have the time to investigate or are educationally prepared to judge the qualifications of the many candidates for teaching positions. They are likely to consider every certificated teacher as adequately and equally qualified and to give too much weight to such matters as personal acquaintance, "good looks," "smooth talk," local residence, and economic needs, they are apt to forget the pupils for whom the teacher is being employed, especially when their own children are not to be among the pupils of the prospective teacher. Most school board members are as poorly prepared to select teachers as superintendents of schools would be to select nurses and physicians for a hospital, clerks for a bank, or workers for a laboratory. The nomination of teachers is a responsibility of the superintendent.

To summarize, the superintendent should *nominate* all prospective teachers to the school board, and the school board should *appoint* them if the nominations are approved. The actual *appointment* of school employees should, of course,

always be a prerogative of school boards, not of superintendents.

3 Should the school board ever reject a nomination of a teacher by the superintendent?

Although the school board should delegate to the superintendent the duty of nominating all teachers for appointment, or for promotion or demotion in rank, it should reserve the right to reject any nomination. Such a rejection, however, should always be based on accurate information concerning the nominee, and, if the board is not positive of its grounds for rejection, it would probably do well to postpone its decision until the next board meeting. When the school board does reject a nomination, it should request the superintendent to make another one; it should not substitute a candidate of its own selection. If the school board should be unfortunate enough to have a superintendent whom it cannot trust to make nominations on the basis of qualifications, it should release him at the termination of his contract and employ someone in whom it has complete confidence. The superintendent should realize fully the responsibilities of his position.

4. Should school board members interview candidates for teaching positions?

When the school system has a superintendent, the board should expect all candidates for positions to send their applications only to the superintendent and to promote their candidacies wholly with him. School board members do not have time to interview the dozens of candidates for positions; they will save themselves much annoyance by refusing to hold such interviews and by sending all applicants to the superintendent, and they can be more confident that the interviews

conducted by the superintendent will be more likely to result in the selection of better qualified teachers.

5 Should there be an age standard for the employment of new teachers?

Many school systems still have a rule requiring all new teachers to have passed a certain age before employment. Although such a rule was probably justified a few years ago when college preparation for obtaining a teacher's certificate was not always required, such preparation today is nearly universal, thus guaranteeing that practically all holders of certificates will be old enough to teach. Age of teachers is not a requirement for employment.

Many school systems also have a rule prohibiting the employment of new teachers who have passed a certain age, which is usually set at somewhere between 45 and 50 years. School systems which have this policy justify it primarily on basis of salary, since older teachers will usually require higher salaries, moreover, older teachers are closer to the retirement age and therefore will not have as many years of service remaining in the school system. In connection with the employment of older teachers each case should be considered on its merits. New teachers who have gone, or will soon go, "over the hill" should not be employed. Rules requiring the employment of *all* new teachers beyond a certain age should be frowned upon.

6 Should teaching experience in another school system be a requirement for the employment of new teachers?

Since the city school systems pay much larger salaries, many of them still require at least one year of successful teaching experience in another school system before employ-

ing new teachers. The tendency, though, is to abolish this experience requirement, because it requires the smaller school systems to "break in" all the new teachers in spite of the fact that these smaller systems usually do not have as many supervisors and other employees to help beginning teachers as the larger systems. Although school systems which pay larger salaries are probably justified in requiring experience, a hard and fast rule which always requires experience cannot be regarded as fair to the smaller school systems or to those inexperienced teachers with "blue-ribbon" prospects.

**7. What is a desirable policy regarding
the employment only of local residents
or of non-residents as teachers?**

Qualifications should be the only basis for selecting any person for a teaching position. If the best qualified candidate happens to be a non-resident, well and good, and if he happens to be a local resident, also well and good. Any practice which prevents obtaining the most competent teacher is to be condemned because it ignores the welfare of the pupils and of the public. The schools do not exist merely to give positions to the "home boys and girls", they exist for the pupils and the public.

School boards which employ only local residents risk the dangers of inbreeding, and these dangers are particularly great in the small communities. The dangers are also found when all or practically all teachers are graduates of the same college, especially when the college is located in the same community as the school system and draws most of its students from that community. Teachers who have not been away from their home community are likely to be provincial in their outlook.

School boards should not engage in the practice of employ-

ing only local residents, nor should they follow the equally indefensible practice of employing only nonresidents. To employ only local residents or only nonresidents is to levy a "high protective tariff" against persons with possibly the highest qualifications

8. Should married women be employed as teachers?

Many school boards do not employ married women as teachers. Although there are arguments on both sides of the question of whether married women should be employed as teachers, most educational authorities are opposed to rules which prohibit the employment of any member of a certain group. It is possible for intelligent and courageous school boards and superintendents to select the competent married women teachers from the incompetent ones. The evidence from former investigations shows that married teachers are as competent as those who are not married. Even though future investigations might show that most married women teachers are less efficient than the unmarried ones, a school board should not have a rule which would make it impossible to employ the *efficient* married ones. Teachers should be normal persons leading normal lives, and marriage is a normal expectancy of most of all normal persons who expect to be teachers—at least in the public schools.

9. Should school board members employ their relatives as teachers or for any other positions in the school system?

Public officials are frequently criticized for employing their close relatives,¹ and many school boards also bring upon themselves this criticism. In several states the practice of

¹ The employment of relatives, especially by public officials, is known as *nepotism*.

school board members voting to employ their close relatives, especially a father or a mother, a son or a daughter, a brother or a sister, is prohibited by state law. Whether the state has such a law or not, a school board member should hesitate to vote for the employment of a relative, particularly a close relative. Although the relative may be well qualified for the position, there is always the danger that both he and the school board will be subjected to and handicapped by the charge of favoritism. Conscientious school officials will "lean over backwards" to avoid the appearance of evil, no matter how unselfish their motives actually are.

10 What provisions should the school board make for the employment of substitute teachers?

Since, because of serious personal illness, accidents, serious illness or death in the family, and many other reasons, teachers are sometimes unable to meet their classes, school officials should make arrangements for a list of capable and regularly certificated substitute teachers. All substitutes should be recommended by the superintendent; the school board should, of course, the same as for the regular teachers, approve or reject these nominations. Since substitute teaching is unusually difficult, the qualifications of persons employed for it should be even higher than those for regular teachers. A teacher should never be permitted to employ his substitute without the approval of the superintendent and the board. A list of substitute teachers equal in number to approximately one-tenth of the regular teachers will be found sufficient under normal conditions. Substitute teachers should be paid only for the days served, their rate of pay usually varies from approximately one-half to two-thirds that of regular teachers, and that rate should, of course, be set at the beginning of the school year by the school board.

11 What should be the personal relations
of school board members with teachers
and with all other school employees?

The personal relations of school board members with teachers and with all other school employees should be on a businesslike and ethical plane. They should be calculated to make the employees happy and thereby better able to give their best service to the school and the community. The following more specific suggestions on improving personal relations of school board members with teachers are made.

1 Board members should be friendly and courteous toward school employees, and should strive to be helpful in every honest way. They should hesitate to listen to complaints and suggestions coming from employees without these matters being first submitted by the employees to the superintendent. Of course, the board should always permit any employee to appeal to it when the employee believes that the superintendent has not dealt fairly with him.

2 They should not use their positions for personal gain or for any other personal advantage. They should not solicit to sell school employees anything or to secure any other favors from them. School employees are not under greater obligations to school board members than to any other person or persons in the community.

3 They should not vote for the promotion of, or the giving of any other school favor to, an unqualified employee, and they should not recommend such a person to another school system. On the other hand, they should be on the lookout for opportunities to help qualified employees to obtain deserved promotions or other rewards. They should deal impartially with all employees who are on the same plane of merit; they should not play favorites. The merit of any employee should determine their decisions concerning him.

An uncompromising adherence to these policies will lead to greater harmony throughout the school system. It will be best both for the school employees and for the system.

TEACHER'S CONTRACT

12. What standards should a contract between the school board and a teacher meet?

In practically all states the laws require school boards to make written contracts with teachers and with all other employees. According to the American Law Institute, "a contract is a promise or a set of promises for the breach of which the law gives a remedy, or the performance of which the law in some way recognizes as a duty." Since a contract protects the interests of both the school board and the teacher, it is always recommended by students of contracts. A contract should meet the following standards:

1. It should be *mutual*, that is, all of its provisions should be acceptable to both the board and the teacher.
2. It should be *written*. When the state laws do not require a written contract, an oral one would be held legal, provided it could be substantiated by sufficient evidence. Oral contracts, however, are usually difficult to substantiate and should be supplanted by written ones.
3. It should be *clear* and should cover all important details. At least the following matters should be included in it: (1) name of the school district, (2) name of the teacher, (3) amount of salary and term of employment, (4) time limit for acceptance, (5) signature of the authorized school officer, (6) agreement of the teacher to abide by the rules and regulations of the board; and (7) signature of the teacher. Some states require still further details, and these details must, of course, be known by school board members and their superintendent.

4 It must be *legal*. Among the practices which might make the contract illegal are failure to follow the form of contract prescribed by state law, failure of the teacher to have the proper certificate, and pecuniary interest of a school official in the contract

School boards which follow the preceding standards in making contracts with teachers have found and will probably continue to find that litigation and other misunderstandings are and will continue to be reduced to a minimum.

13. What are the most frequent violations of good contractual relations on the part of school employees and of school boards, and how may these violations be avoided?

Both employees and school boards are occasionally guilty of unfair practices in their contractual relations. Employees sometimes treat their contracts as "scraps of paper," especially when a better position is offered them, likewise, school boards sometimes try to wriggle out of contracts. A contract cannot be nullified except by the agreement of all parties to it, and any person breaking it is liable to have damages assessed against him by a court. Following are suggestions calculated to eliminate unfair practices of school employees and of school boards in their contractual relations.

1 School boards should not require school employees to sign and to abide by contracts which have unfair provisions. When an employee who is under contract receives another offer which he wishes to accept, he should be released from his contract as soon as someone can be found to take his place, and he should not expect to be released until that time

2. They should not employ persons already under contract elsewhere without securing the consent of the present employers

3. They should give all employees early notification of their reelection or of their dismissal; likewise school employees should give ample advance notice of their desire to be released from their contracts.

PAY OF TEACHERS

14. How do teachers' salaries compare in amount with the pay of workers in other vocations?

Teachers' salaries vary from state to state and from school system to school system in the same state. The average annual salary of the teachers, principals, and supervisors of the United States is approximately \$3,300. In several states the average annual salary is less than \$2,400, and in only a few states is the average more than \$3,300. The salaries of teachers are much less than the incomes of members of other professions, and they are less than the incomes of most gainfully employed persons. They are less in the rural communities than in the urban areas. These are descriptions of conditions as they are, not of ideal conditions. Teachers' salaries go up slowly in inflationary times, but they go down slowly in deflationary times.

15. Why should the school board attempt to keep teachers' salaries as high as possible?

Since the welfare of society and of the individual members of it is in the long run determined largely by the teachers of the children, the school board has the responsibility of seeing that teachers are the best qualified persons possible. In undertaking to obtain well-qualified teachers the board should remember that a close relationship between salary and qualifications is almost sure to exist, it should strive to pay the highest salaries which the district can afford. A low schedule of pay is not likely to attract the best teachers to the profession or to

any community. The teaching profession must constantly compete with other vocations, and if its standards of pay are too low there is danger that the profession will lose some of its best members to other vocations. Although the best teachers do not work for salary alone, they are apt to be like other persons in their desire to earn as much as possible. They require the same necessities and desire the same comforts as other persons, they must accumulate something for old age and the "rainy day", they cannot live on thin air.

16. What are the advantages of paying teachers according to a salary schedule?

As an aid to determining the amount of salary, most school systems, especially the city systems, have devised salary schedules. The tendency in both large and small school systems is to devise and follow such schedules. Even the smallest systems have found them to be beneficial to both officials and teachers. A typical salary schedule is shown in Figure 15.

A salary schedule for teachers has the following advantages.

1. It is helpful to school officials because it is a salary plan and assists in making the salary budget for the next year and for the years following.

2. It is advantageous to the teachers because it tends to assure that at least approximate justice will be given them. When there is no schedule, the determination of salaries often becomes a mad scramble in which each teacher is left to secure as much as he can and school officials are left to pay no more than they must, the best teachers will not take part in such a scramble, and they are usually the ones who are penalized because they are not "big requesters."

School officials who are planning to establish a salary schedule will be able to obtain a great deal of help from pub-

<i>Years of Experience</i>	<i>Bachelor's Equivalent and Bachelor's</i>	<i>Master's Equivalent</i>	<i>Master's</i>
0	\$3150	\$3350	\$3350
1	3250	3450	3450
2	3350	3550	3550
3	3450	3650	3650
4	3550	3750	3750
5	3650	3850	3850
6	3750	3950	3950
7	3850	4050	4050
8	3950	4150	4150
9	4050	4250	4250
10	4150	4350	4350
11	4250	4450	4450
12	4350	4550	4550
13	4450	4650	4650
14	4550	4750	4750
15	4650	4850	4850
16	4750	4950	4950
17	4800	5025	5050
18			5150
19			5250

Figure 15 A Typical Single Salary Schedule for Teachers (Used in Indianapolis, Indiana)

lications of the National Education Association, Washington, D. C.; most of the state education associations are also prepared to give such help.

17. What is the chief weakness of teachers' salary schedules today?

Practically all teachers' salary schedules today give their rewards entirely on the basis of the amount of college preparation and teaching experience, they place too much emphasis on the accumulation of college credits and on "living another year." Few of them attempt to measure and to reward teaching efficiency, that is, what the teacher accomplishes with the pupils. Although the rewarding of teach-

ing efficiency is one of the most difficult problems confronting school officials, it should be kept in mind in making and administering salary schedules. Any salary schedule which automatically rewards all teachers on the basis of amount of educational preparation and number of years of experience cannot fail to pay many teachers more than they deserve and many others less than they deserve. Teachers do not deserve an automatic increase in salary for merely having "kept school" another year or for having accumulated a few extra college credits. School boards should insist that principals, supervisors, and superintendents show more discrimination and courage in their recommendations of teachers for increases in salaries; in other words, no salary schedule should be automatic.

18. Who should prepare the teachers' salary schedule and determine individual salaries?

The salary schedule should be prepared cooperatively by the school board, the superintendent, and representatives of the teaching staff. The board of education should, of course, have the final voice of approval. The superintendent should always be expected to make his recommendations on individual salaries, but the board should always reserve the right to approve or to reject.

19. What is a single-salary schedule, and what are its advantages?

A single-salary schedule gives equal pay for equal qualifications and services. It does not make any distinction in pay for reasons of sex, race, or grades taught. Although most school systems do not yet have such a schedule, the trend is properly and rapidly toward its adoption. Such a schedule permits ele-

mentary-school teachers to be paid as much as secondary-school teachers, provided their qualifications and services are equal. Teaching in the elementary school is coming to be recognized as being as difficult, if not more difficult, than teaching in the secondary school, moreover, the training received by pupils in the elementary school is probably more important than that received in the secondary school because it lays the educational foundation for the pupils. A typical single salary schedule was shown in Figure 15, page 210. Many cities pay higher amounts.

**20. Should men teachers be paid
larger salaries than women?**

Recent investigations have shown that in most communities the men teachers usually receive from \$100 to \$300 more per year than the women teachers. This extra pay has been deemed necessary by many school boards if men are to be attracted to and retained in the teaching profession. Sometimes the extra pay is given for extra work, especially in the high schools. Whether this difference in pay is fair to the women teachers and in the public interest has not yet been determined. Although they may not be wholly logical, the usual arguments for paying men teachers more than women teachers are the following:

1. Although this situation is gradually and surely changing, many more vocations are still open to men than to women. This means that there is much greater demand for the services of men, hence men command higher wages in the competitive market of most vocations.

2. Men teachers have dependents, and they therefore have greater financial responsibilities than women. It cannot be denied, of course, that many women teachers also have dependents, and it seems not unreasonable to urge that when dependents are a

consideration in determining salaries, women and men should be placed on the same basis.

3. The pupils, particularly those in the upper grades, need to come under the influence of men teachers. At present, less than one-fifth of our teachers are men and practically all of them are found in the secondary school.

The practice of paying men more than women has been strenuously opposed by many persons, especially by the women teachers. These persons argue that such a practice shows rank discrimination and injustice. They have adopted as their slogan, "Equal pay for equal work." They emphasize that women teachers, as well as men teachers, frequently have dependents; moreover, they state that no facts are available to show that the influence of the masculine personality is needed in the classroom. Many states have apparently accepted these arguments, because they have recently enacted laws which require employers to pay males and females the same amount for identical work. Teachers are sometimes paid more for extra work.

**21. Should the teacher's salary be paid
on a twelve-month basis or during
the months of teaching only?**

Most school systems pay their teachers monthly and during only the months of teaching. The trend, however, is definitely toward placing the salary on an *annual* basis and paying it monthly throughout the calendar year. Investigations show that teachers usually prefer the twelve-month basis of pay, although the annual salary may be the same, they can look forward to a salary check during each of the summer months as well as during each month of the school term. Few teachers have employment during the summer months, in fact, most of them attend summer school and work for an advanced de-

gree. The arguments for paying teachers on a twelve-month basis seem to be indisputable.

22. What provisions, if any, should the school board make for paying teachers who are temporarily disabled?

To be disabled is a large handicap, but to have one's income cut off at that time is, or can be, almost a tragedy. Many school boards provide financial assistance to teachers who are disabled. Most boards which make such provision give a certain number of days of full pay or part pay each year as sick-leave

In providing assistance for disabled teachers, boards are confronted, on one hand, with the problem of trying to make sure that teachers are protected against undue worry and inconvenience which often come when their salary is stopped. They are faced, on the other hand, with the problem of seeing that no teacher takes unfair advantage of provisions for pay for disability. Teachers should be expected and required to give reasonable evidence of disability before being paid, and they should be permitted to carry over any unused disability leave to succeeding years.

TENURE OF TEACHERS

23. How long is the tenure of the typical teacher in the United States?

In normal times approximately one-fifth of the teachers of the United States are new to their positions each year, and approximately half of this one-fifth has not had salaried teaching experience. This turnover in employment among teachers is much larger in certain school systems than in

others, and it is much larger in the rural districts than in the cities.

24. What procedures may the school board use to increase the tenure of teachers?

The large turnover in employment among teachers is wasteful, and school boards should do everything possible to decrease it, especially when it is unreasonably high. To do this they must remove or reduce its causes, the chief of which are (1) low salaries compared with other communities and with other vocations, (2) "political" management of the schools, and similar conditions which the best teachers desire to avoid, and (3) the automatic dismissal, either immediately or at the close of the school year, of all women teachers who marry.

25. When and how should undesirable teachers be dismissed?

A few states, and hundreds of individual school systems, have adopted laws or rules and regulations which provide that teachers who are efficient and otherwise worthy shall be permitted to keep their positions until they reach the retirement age of the school district or of the state. Such practices are desirable, because teachers cannot do their best work if they are constantly haunted by the possibility of losing their position, especially for an unjustifiable reason.

Tenure laws and regulations should protect efficient teachers in every way possible; however, they should not make it impossible to dismiss inefficient or subversive teachers. Life tenure for all teachers is not desirable, neither are the too frequent conditions today which make it possible for teachers to be "fired" on the slightest excuse. School boards should support tenure laws and regulations which are fair both to the

teachers and to the public, and teachers should also support such laws

Under the famous Fenberg law of New York State, school boards have been given the proper duty of throwing out of the schools any teacher who is subversive or who belongs to an organization that has as its policy the overthrow of our Government.

New teachers should be appointed for a probationary period of one to three years and should be helped in every way to "make good." Those who are retained longer than three years should be given permanent tenure as long as their services are satisfactory. Except for criminal acts, teachers should be warned, and given an opportunity to improve their work, before they are dismissed. They should also be given the opportunity of being heard in their own defense. The suggestions just given are usually incorporated in the teachers' tenure laws of each state. When the state does not have such laws, the school board should state its tenure policy, according to such principles, in its set of rules and regulations.

26. Should all teachers be retired at a given age?

During recent years the tendency has been strongly toward the establishment of federal or state pension systems for all groups of workers. These pension systems make it more easy to retire all workers at a certain age, because at that age the workers will be eligible to a pension and will thus be less apt to be objects of charity. More than half of the states now have statewide pension systems for teachers, and in many of the remaining states some of the large school systems have organized their own pension plans. Although few of these provide for compulsory retirement of all teachers at a given age, many school boards have recently voted such an age regulation for their teachers, they have usually set the compulsory

retirement age somewhere between 65 and 70. Such a regulation has the advantage of more likely protecting the pupils from the incompetency of any worn out teachers, but it unfortunately assumes that *all* teachers become worn out at the same age. School boards should make few exceptions to such a state or local regulation, but they should reserve the right to continue in service by annual election any employee when the welfare of the pupils demands it and when the laws of the state permit it.

Health and Safety Work in the Schools

PROVIDING A SCHOOL HEALTH PROGRAM

1. Why is a program of health work needed in the schools?

Good health should be regarded by everyone as a most important aim of education and as a precious possession. Without good health, and especially if he had no chance of obtaining it, a person would be poor indeed—poor in opportunity for happiness and for the greatest success in life. If he did not have good health, the wealthiest person in the world would gladly exchange all of his worldly possessions for it.

In spite of its great importance in life, health work in the schools is sadly neglected. Thousands of schools are doing nothing in health education, they do not have the services of nurses, physicians, or other health employees—in fact, many of them do not spend one cent for the protection and improvement of health. The need for a health program in the schools is seen from the following facts. first, the importance of good health to the individual and to society; second, the large amount of illness and physical defects, most of which could be eliminated or corrected through an adequate health program; and third, the large loss in school attendance and

education which is suffered by pupils because of illness and physical defects.

2. What stages do the health programs of modern schools pass through?

The health programs of modern schools pass through three stages. Many schools, of course, have not advanced beyond the first stage, others are in the second stage, and still others have advanced through all stages and have complete health programs. The three stages are:

- 1 *Health protection* In this stage, everything possible is done to provide a healthful and safe school environment, to protect pupils and school employees from communicable disease, and to provide an educational program adapted to the body and mind of the pupil
- 2 *Remedial work* In this stage, physical and health examinations are given the pupils and steps are taken to correct the defects which the examinations have found. Of course, all the steps taken under the first stage are also taken under the second
- 3 *Health promotion*. In this stage, health is promoted through such means as instruction in health, safety, and physical education, the employment of nurses, and the providing of lunchroom facilities. All the steps taken under the first and second stages are also taken in this stage

The three stages are necessary to a complete and effective health program. Their order of importance is probably the same as that used in the discussion above.

3. What health employees should a school system have?

The kind and the number of health workers which a school system can employ will be determined by the size of the sys-

tem and the amount of money available for health service. The larger systems will need and can afford a larger health staff; they can employ many different specialists such as nurses, physicians, dentists, and speech experts. The smaller systems, on the other hand, will often have to be content with the employment of only one part-time person; and, sometimes, because of the lack of revenue, not even one part-time health employee can be afforded.

School and medical authorities agree that when only one health employee can be afforded, that one should be a school nurse. They also agree that for the most effective results not more than approximately 1,000 pupils should be supervised by one nurse. Small neighboring schools may frequently cooperate in employing a school nurse, and by such cooperation other types of health specialists such as physicians, dentists, and speech workers may be employed. The rural and village schools should organize these cooperative movements more often than they have in the past. Hundreds of school systems are cooperating in health programs.

4. How may the school guard against and control the spread of communicable diseases?

Unless communicable diseases are guarded against and controlled, a great deal of suffering and death may befall pupils and employees, and it may become necessary to close the school for a few days. Modern schools are adopting such procedures as the following to guard against and to control communicable diseases: (1) daily inspection of the pupils by the teachers or the school nurse, (2) exclusion of all pupils who have been exposed to a serious disease from school until such time as there is no danger of their carrying the disease germs; (3) instruction to pupils and employees on methods to use in avoiding infection, and (4) immunization of

pupils and employees against particularly dangerous diseases such as smallpox, diphtheria, and scarlet fever.

In the case of particularly dangerous diseases which have become epidemic, it may be advisable to close the school for a few days, this step, though, should be avoided if at all possible, and should not be taken except upon the advice of the health officials of the school and community. They will usually advise against such a measure, especially when the school have good health supervision. The advice of the health officials must be accepted.

- 5 What provisions should the school make for medical attention, proper food, adequate clothing, and other school needs of indigent pupils?

A pupil who lacks any of the materials or services just mentioned will not be able to profit fully from school opportunities, in fact, without one or more of the materials or services he may not even be able to attend school. All states either permit or require school boards to use public funds to make such provisions for indigent pupils. When public funds are not adequate to provide the materials and services, an attempt should be made to obtain private funds for them from public-spirited individuals and organizations of the community, such attempts can be counted upon to be successful almost always.

6. What provisions should the school make for lunches of pupils and employees?

All modern schools, including even the one-teacher schools, provide special facilities and services for the lunch period, especially during the months of cold weather. All try to provide at least one dish of hot food at the lunch period. Most large schools are now planned to include lunchrooms which

serve meals at low and actual cost. In many schools, especially the smaller ones, mothers' clubs, parent-teacher associations, and similar groups, cooperate with the school in providing hot lunches; indigent pupils are provided such lunches free of charge. During recent years the federal and the state governments have provided funds for indigent pupils. These funds, though, have sometimes been criticized.

SAFETY EDUCATION

7. What is the tendency regarding the number of accidents in the United States?

According to statistics collected annually by the National Safety Council, the number of accidents has shown a tendency to increase because of the rapid development of machines and other accident-causing features of a bustling twentieth-century civilization. In brief, hazards have increased much more rapidly than the accumulation of knowledge of the development of protective habits against them. According to the National Safety Council, in the whole United States more than 100,000 fatal accidents occur each year, and at the present rate six of every 100 persons are destined to meet a fatal injury. Motor vehicle accidents cause approximately one-third of these fatalities, home accidents, approximately another one-third, occupational accidents, approximately one-seventh, and miscellaneous accidents, the remainder.

Non-fatal injuries are, of course, several times as numerous as the fatal ones. The chief causes or instruments of both the fatal and the non-fatal types of injuries are the following. automobiles, falls, railroads, drownings, burns, poisonous gases, and firearms. Of course there are thousands of causes and instruments, and every day sees new ones added to the list.

These injuries befall all ages, although certain ages are more susceptible to them than others. More than one-fourth of all accidents occur among school children, and the approximately 6,000 fatal injuries to school children each year constitute one-fifteenth of all fatal injuries. These figures are significant because of their implication concerning the responsibility of the schools for the reduction of accidents to pupils.

**8. How may the school reduce
the number of accidents?**

Accidents result in untold suffering, large expense, and other distress, and the school should do its part in a program to eliminate them. Fortunately, all, or practically all, accidents are preventable. "Accidents do not happen; they are caused." They may be prevented through removing as many hazards as possible and through the education of all the people in the causes of the hazards and in the ways and means of eliminating those causes.

In its program for the elimination of accidents the school has two responsibilities. In the first place, it must protect the pupils from injury, especially while they are on the school property and on their way to and from school. In the second place, it must see that while they are in school the pupils are given instruction on, and are helped to form habits against, accidents which may occur when the pupils are *not* in school and when they have become adults. Modern schools and school systems are using the following procedures to prevent accidents and have unanimously found them to be effective

1 Making school grounds, buildings, and equipment safer for work and play. Since most accidents occur on the playground, in the gymnasium, in the shops and laboratories, and on the

streets, school officials and employees should take steps to prevent them first of all. During the summer months a careful inspection should be given to every part of the school plant to make certain that all hazards are removed, such inspection, however, should continue during the whole school year

2. Supervising the pupils while they are on the school premises and while they are on their way to and from school Traffic squads consisting of a few of the older pupils are almost universal, especially at school crossings which do not have traffic lights.

3 Providing instruction in safety. Most school systems now have separate courses in safety education or they give the instruction as a part of some other course.

4. Securing cooperation between the school and other public and private agencies for the reduction of accidents, especially traffic accidents. Newspapers and radio stations will help in this program

Extra effort put forth by school officials and employees in trying to prevent accidents is bound to pay dividends in lives saved and in injuries prevented.

9 How may school officials and employees protect all occupants of school buildings against fire?

The answer to this question has been given under question 14, Chapter 8, page 132, and does not need to be repeated here.

10. What liability do school districts have for injuries to pupils, employees, or the general public?

With few exceptions, practically all of which are found in the states of California, New York, and Washington, the courts have ruled that, in the absence of a statute imposing

liability, school districts cannot be sued or otherwise held liable for accidents. At present, only the State of Washington has a statute attaching such liability to school districts. The Washington statute says that "An action at law may be maintained against a county, incorporated town, school district, or other public corporation . . . for an injury to the rights of the plaintiff arising from some act or omission of such county or other public cooperation."¹ But no state has a statute negating such liability, although court decisions to that effect are frequent.

The argument most often given in support of the rule of non-liability for school districts is that school districts are agents of the state, and since the state cannot be sued without its consent, one of its agents cannot be sued without its consent. In addition to the reason just mentioned, the courts have stated that school officials do not have the power to use public funds to pay damages for injuries, because if they used them for that purpose, the welfare of the public would suffer. The courts have said that school funds are raised for the sole purpose of maintaining schools, and that the welfare of the public demands that they not be diverted to any other purpose.

Although only a few states make school districts *legally* responsible for accidents and injuries, school districts should always regard themselves as *morally* responsible for them. This moral responsibility attaches especially to school board members and to superintendents and other school employees. School officials and employees who fail to take all reasonable precautions against accidents may be risking disasters as awful as those which occurred in Collinwood, Ohio, and in New London, Texas, in those accidents, scores of pupils and employees lost their lives

¹ *Remington's Revised Statutes of Washington*, Section 951, p. 561.

PROVIDING FOR PHYSICAL ACTIVITIES**11. Why are provisions for play and other physical activities more necessary in the school program today than formerly?**

It is recognized by all intelligent people that a complete education requires exercise and training of the muscles as well as of the mind. Modern schools are making provisions for the education of the muscles through play and other physical activities. Such provisions are more important today than formerly because (1) the individual has much more leisure time than formerly and he therefore needs guidance in its utilization, and (2) he spends much more time in "sitting" than formerly, and in consequence must be stimulated to engage in activities which bring the big muscles into use.

12. What provisions for play and other physical activities should the school make?

The first provision which should be made is for an adequate playground. It should be sufficiently large for all pupils to engage in games suitable to their ages. It should possess the proper topography, good drainage, and the proper type of soil; it should be free from hazards of all sorts and should be properly equipped with play apparatus and other facilities. Arrangements should be made for keeping it open during the vacation months as well as during the school term, and adequate supervision should be given it throughout the year; these provisions are especially needed in the urban communities.

In addition to having a playground which is large enough and properly equipped, every school should make provision for indoor play of the pupils. Whether large or small, every school should have a gymnasium or some other type of play-

room. Every large school should have a gymnasium. Most schools today have a combined gymnasium and auditorium, this combination of facilities is especially recommended for the smaller schools.

HEALTH OF SCHOOL EMPLOYEES

13. How important is good health for school employees, especially for teachers?

For the following reasons, good health is very important for all school employees.

1. It is necessary if the employees are to be happy, ambitious, energetic, and on duty regularly.

2. It is necessary for the physical and mental welfare of the pupils. If an employee possesses a communicable disease, the health of pupils and other employees may be endangered, or if he is nervous and irritable, there is danger that these characteristics will be transmitted to pupils and other employees.

The above comments apply especially to teachers, because they are in closest and longest association with the pupils. They apply with almost equal emphasis to school janitors, school bus drivers, lunchroom workers, and other employees who have frequent contacts with pupils and fellow employees. In fact, they apply in some degree to every school employee.

14. What responsibility does the school board have for making certain that all school employees have good health?

In view of the importance of good health in all school employees, the school board should adopt procedures which will assure that a good standard of health is met by all employees. These procedures can be followed in such manner

that the rights of employees as well as those of the public will be protected, school employees have obligations to the public as well as individual rights. It is not unreasonable to require a health examination of every *new* employee and periodic examinations of all others. These examinations should be given by a school physician or by another physician or physicians approved by the school board. The nature of such examinations should be specified by the board, and the results of the examinations should be reported in a form approved by the board.

In addition to making certain that adequate health standards are met by all school employees, the school board should adopt a health program which will help employees to maintain and to improve those standards. Some of the features of such a program which the board can adopt, especially if sufficient school funds are available, are the following: a healthful school plant, salaries sufficient to enable employees to live comfortably and without worry; an adequate sick-leave policy for all employees; adequate retirement allowances for all employees, the requirement that employees remain at home when they are not able to work; and some provision to prevent overwork of employees.

The Administration of Pupil Attendance and Census

IMPROVING PUPIL ATTENDANCE

1. What increases in school enrollment have there been and what are the explanations for the increases?

Since 1870, the total population of the United States has increased approximately twofold, whereas school enrollment has increased approximately fourfold. This increase in enrollment has occurred especially in the high school and the college. According to the United States Office of Education, the enrollment in public and private elementary schools has increased from approximately 14,000,000 in 1890 to approximately 25,000,000 today. The enrollment in public and private secondary schools has leaped from approximately 400,000 in 1890 to approximately 8,000,000 today. The enrollment in public and private colleges has soared from approximately 200,000 in 1890 to approximately 2,500,000 today. At present, approximately 3,500,000 pupils are found in church schools (largely Roman Catholic), and approximately 500,000 are found in private schools.

These gigantic increases in school enrollment demonstrate a growing faith of the people in education. Our people have

increasingly attended school because of their belief that education, more than any other factor, tends to make people equal in opportunity and able to accomplish most for themselves and for society. A second factor which has operated to increase school enrollment has been the enactment of more rigid compulsory attendance laws in every state. Likewise all states have enacted child labor laws which have directed thousands of children into school instead of into the mines, factories, shops, and other places of labor.

2. Is school enrollment likely
to continue to increase?

Recent statistics from the United States Office of Education indicate that increases in school enrollment will probably continue in the future. Large increases have recently appeared in the elementary school, and within a few years they will probably be seen in all grades of the secondary school. The increases which have occurred can be explained by the recent tendency of the birth rate to rise, and this means that there will be more children to educate.

It is in the secondary school and the college that the largest increases in enrollment may be expected in the future. Increase will probably continue there for at least several years because of the tendency of the states to regulate or to prohibit child labor and to raise the upper age limit of the compulsory attendance laws, and because of the ever growing desire of the people for more education. The peak enrollments, however, in the high school and the college are being approached. Many school systems have already reached their peak enrollments, and in the future they will not be compelled to meet the problems caused by rapidly increasing enrollments, they will, therefore, be better able to emphasize the *quality* of the educational output rather than the *quantity* of it. Most school

systems, however, must prepare for an increase in enrollment for several years

3 How much non-attendance at school is there,
and what loss results from it?

At present, according to the United States Census Bureau, approximately 85 per cent of the children five to seventeen years of age are enrolled in school.¹ Of those enrolled, approximately 85 per cent attend school every day. In other words, of each 100 children enrolled in school, approximately fifteen are absent daily. As would be expected, the amount of non-attendance varies from state to state, from school system to school system, and in other respects. As a rule, the northern states have less non-attendance than the southern states, and the cities have less than the rural communities, certain schools have less than other schools in the same county or city, and certain teachers have less than other teachers in the same building

This non-attendance constitutes one of our largest educational wastes, if not the largest one. It results in the following losses:

1 It results in a large *financial waste*, because the cost of running the school is practically the same whether all the pupils are present or not. The teachers, janitors, bus drivers, and all other employees are under contract and must be paid for a part school the same as for a whole school

2. It results in a large *educational loss to the pupil*, and this loss cannot be measured in dollars and cents. Non-attendance causes the pupil to fall behind in his work and to become discouraged,

¹In interpreting this low percentage of children enrolled between the ages of five and seventeen, it should be remembered that most pupils do not have the advantages of a kindergarten and are not required to enter school until the age of six or seven

worst of all, it often results in the pupil's failure to be promoted to the next grade

3. It results in large *inconvenience to the teacher*, because when a pupil is absent the teacher feels obliged to try to help him make up the work missed. That effort on the part of the teacher is likely to take time from and to handicap the pupils who have not been absent

School officials and employees are being challenged to reduce these wastes and losses to a minimum. The challenge has already been met successfully in thousands of school systems.

4. What are the causes of non-attendance, and how may school officials and employees proceed to eliminate them?

In trying to decrease non-attendance, school officials and employees should ascertain first of all its *causes*. These causes are, of course, numerous, and they vary in number and in kind from school to school. Some of them are legal and others are illegal. The chief causes of non-attendance are. (1) illness of the pupil, (2) illness of some member of the family, (3) lack of proper clothing, (4) death in the family, (5) truancy, (6) walking distance to school too great, and (7) work. Because of lack of school finances and of legal authority, and because of the necessity of keeping in mind the welfare of the child, school officials and employees cannot be expected to eliminate all these causes, however, the elimination of as many as possible should be kept in mind as the ideal.

The first obligation of the school officials and employees is to attempt to eliminate the *unlawful* non-attendance, following that, an attempt should be made to decrease or to eliminate the *lawful* non-attendance, such as illness of the

pupil. *Perfect* attendance, however, is seldom attainable, and unreasonable attempts to obtain it will harm and offend pupils and their parents.

5. Why does every state now have a compulsory attendance law?

All states now have compulsory attendance laws, and the tendency everywhere is toward making the laws more rigid and to enforce them more strictly. These laws have been enacted because of the belief of the people that education is so necessary to the welfare of both the individual and society that it cannot be left to the whims of the child and his parents. Although by far the majority of the people in the United States today would unquestionably attend school of their own free will and accord, some people would not attend if there were no compulsory attendance laws. Laws are enacted for the control of the ignorant and the selfish few, not for the intelligent and the unselfish many.

6. What provisions should the school board make for enforcing the compulsory attendance laws?

The provisions for enforcement are determined in the main by state laws. The laws of most states provide that every county shall have an attendance officer for the rural schools, and that every city school system shall also have its own attendance officer. Whereas the early attendance officer was merely an "officer" who had physical strength and plenty of courage as his chief qualifications, the modern attendance officer is regarded more as a social servant and teacher, and he must have more to recommend him than a "strong back."

School boards today, therefore, are looking more and more for attendance officers who have educational qualifications, and a few states have already enacted laws that establish

certain educational qualifications which they must possess. Many of the progressive school boards are delegating to a school nurse, or to a visiting teacher, the duties of the attendance officer. Such employees are well prepared for this work and thus are more likely to ascertain the causes of non-attendance, moreover, they are more likely to cooperate with parents and pupils and with school officials and employees in eliminating the causes.

7 May pupils be permitted to attend private and parochial schools instead of public schools?

Every state permits pupils to attend private and church schools instead of the public schools, and at present approximately 15 per cent of the children of the United States receive their education in such schools. The American policy has been to permit such schools to operate, provided they meet the standards prescribed by the state. The compulsory attendance laws apply, of course, to private and church schools just as to public schools. Moreover, practically all private and church school officials and employees gladly cooperate with public school officials and employees in enforcing the compulsory attendance laws of the state.

IMPROVING THE SCHOOL CENSUS

8. What is a school census, and what are the purposes of taking it?

Every state now requires every school board to see that an annual census or enumeration of all children between certain ages is taken, the ages most often specified are five to eighteen. A school census usually includes such facts as the name, the date of birth, and the address of each child of census age residing in the school district. Its purposes are the following

1. Its chief purpose is to aid in the enforcement of the compulsory attendance laws of the state. It gives this aid by listing the children who should legally be in school.

2. It aids in planning the educational program of the community. It does this by giving several months' or several years' notice regarding how many pupils must be cared for, thus enabling school officials and employees to provide necessary buildings, teachers, and other facilities and services.

3. In a few states, state funds are still distributed to the local school districts on a school census basis, and such a plan requires an accurate count of the children each year. This purpose, however, is growing less important because of the realization that there are better bases, such as average daily attendance, on which to distribute state funds.

If these purposes are to be best served, the school census must be accurately taken and organized for ready use. It cannot be carelessly taken and merely "filed away."

9. How should the school census be taken?

The laws of each state outline the procedure to be followed by school boards in making provision for taking the school census, and this procedure must, of course, be followed. Most school boards employ a special census-taker or takers for a few days or weeks each year; other boards request the teachers to take the census, and most authorities in school administration prefer this plan.

An efficient school census will aid in accomplishing the purposes for which the census is required by state law. Its information should be useful, adequate, and accurate.

The tendency in practice is toward making the school census *continuous*. According to this plan, a continuous and permanent census card is provided for each child and the information on the card is kept up-to-date by school officials

and employees. This plan makes unnecessary the annual head count of the old-fashioned census, moreover, the plan is cheaper and provides more accurate and useful information. If the state laws permit, each school board should request its superintendent to organize such a census for the school system.

The School and Public Relations

PURPOSE AND IMPORTANCE OF PUBLIC SCHOOL RELATIONS

1. What is the purpose of public school relations?

Public school relations have the purpose of attempting to bring a harmonious working relationship between the schools and the public which the schools serve. They are a separate phase of school administration, but are also definitely related to *every* phase of school administration. Public school relations are sometimes called school publicity, school information, school public relations, school community relations, or school information. The public relations of the schools go on whether the school officials and employees are conscious of it or not, it is inevitable and goes on at all times. If school boards and superintendents are following the precepts of the preceding chapters, they are already largely meeting their public relations responsibilities.

2 What standards should the public relations program of the schools meet?

Public relations cannot be escaped by an individual or by an organization. Since the welfare of the schools will be

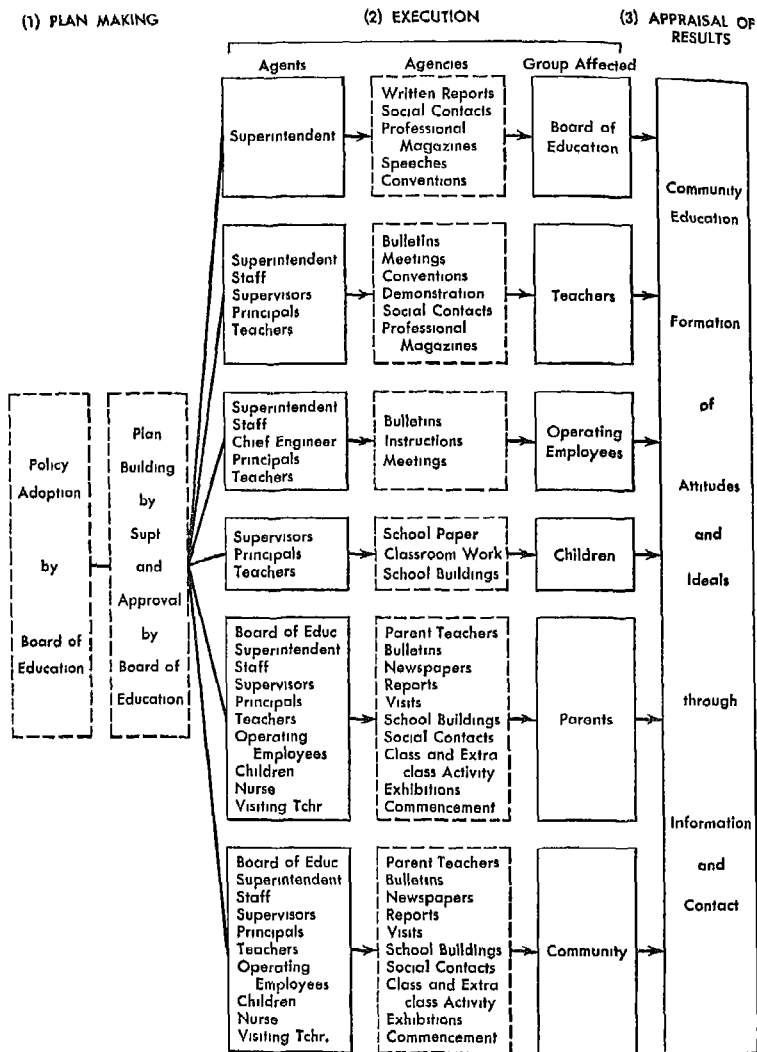


Figure 16 Organization of the public relations activities of a school system
(From *The Public School Code of the Hamtramck, Michigan, Public Schools*, Research Series No. 2, p 252, Board of Education, Hamtramck, Michigan)

tremendously affected by the nature of the public relations program, school officials and employees should see that the program meets high standards. Those standards are

1. *The public relations program should be planned the same as every other phase of the work of the schools* At present, in many schools and school systems, too much of the public-relations program is incidental, and like most school work which is incidental it turns out to be "accidental."
2. *Every school official and every school employee must realize that he is a public relations agent of the school or school system* To be the best public relations agent he must meet at least three responsibilities. In the first place, he must do his daily work as efficiently as possible, in the second place, he must practice good human relations both in school and out; and in the third place, he must be a good citizen, doing things that a good citizen does and avoiding unethical practices that would embarrass himself and the schools
3. *The public relations program of the schools should be based on public cooperation with the program.* School officials and employees should remember that the program is a "two-way street," not a "one-way street." Public cooperation should be welcomed by the school, in fact, the cooperation should be stimulated
4. *The public relations program should provide for proper information about the school* That standard will be explained in the answers to the next following questions

3. Why should the people be kept well informed about the work of the school?

In a democracy such as ours the people are the rulers. The school and all other public institutions belong to the people and are operated by them through their chosen representatives and their employees. Since the school is owned and

operated by the people, its welfare and progress will be determined largely by how the people regard it. How the people regard the school will be determined largely by what they *know about it*. It is the obligation, therefore, of school officials and employees to take the people into their confidence and to provide them with the information which they desire and to which they are entitled. No task of a school board and its superintendent is more important than making certain that such information is provided regularly. Abraham Lincoln, one of the greatest believers in democracy, once said "Public sentiment is everything. With public sentiment nothing can fail, without it nothing can succeed." An honestly informed people can be counted upon to follow intelligent and honest leadership.

STANDARDS FOR SCHOOL INFORMATION

4 Why should school information be truthful?

The first standard which school information should meet is *truthfulness*. The people are entitled to know the truth about the schools and they will not be satisfied with anything less. The people soon come to know whom they can believe and trust. In spite of Barnum's remark to the effect that the people like to be "fooled," the people really do *not* like to be "fooled"; and they will soon throw from office any of their representatives or employees who try to impose upon their intelligence and their good will.

Of course, the truth does not need to be "shouted from the housetops." Often "silence is golden." Certain types of information pertaining to pupils and school employees should be regarded as confidential. Among these confidential types of information are the marks of individual pupils on their scholastic accomplishments, and the professional rating of in-

dividual teachers If presenting a given sort of information would injure any pupil or employee and would not serve any useful purpose, it should not be released, unless the laws require the release. The mere satisfying of idle curiosity does not justify the releasing of any item of information. "All the truth that is fit to tell" should be the guide of the school in its public relations policy, there is, of course, much information that is not beneficial and that is therefore not "fit to tell."

- 5 In providing school information, why should continuous information be emphasized rather than publicity campaigns?

Although publicity campaigns are occasionally necessary to obtain the approval of a new tax rate, a bond issue for buildings, or some other proposal, the emphasis should be on *continuous* or day-by-day school information. If the people are kept ignorant of their schools until something is wanted from them, they are likely to be suspicious not only of the request but of the persons who make it. It is unfortunate that many school officials and employees ignore the people until something is wanted from them. Such a practice is neither helpful to the schools nor fair to the people; it does not promote good public relations between the schools and the people.

- 6 Why should school information be in the proper amount and be properly balanced?

Although most school officials and employees fail to provide the people with ample information concerning the school, some of them spend too much time and energy in providing it. The first obligation of school officials and employees is to run an efficient school, and such a school is almost sure to obtain favorable publicity through word-of-

mouth of the pupils and their parents. All the publicity in the world cannot change a poor school into an excellent one. Satisfied clients, constituents, or customers provide the best publicity which any service or product can have.

In addition to being in the *proper amount*, school information should be *balanced*, that is, no department or phase of the work of the school should receive more publicity than that to which it is entitled, and none should be slighted. In most schools, it is unfortunate that information on athletics and other extracurricular activities is emphasized unduly, while other phases of school work are neglected. Many investigations have shown that the people would like to have more information on these other phases of school work, it should, therefore, be provided them. It should be provided by school officials and employees.

PUBLIC SCHOOL RELATIONS AGENTS AND AGENCIES

7. Who are the public relations agents in school affairs?

The public relations agents in school affairs are the *persons* who are responsible for planning and for carrying out the program of keeping the public informed about and cooperative with the school. They include all school officials and employees, for example, school board members, clerks, the superintendent, supervisors, principals, teachers, attendance workers, janitors, and bus drivers. Although all these persons have a large responsibility for providing information regarding the school and for securing the good will of the public toward the school, many of them tend to forget the responsibility. It should be remembered that the starting point for a well-informed public is a well-informed school board and well-informed school employees.

8 What are the duties of the school board in the public relations program of the school?

The first public relations duty of the school board is to approve, amend, or reject, upon the superintendent's recommendation, a public relations policy for the school system. This policy should state the general aims to be accomplished in the public relations program and should broadly outline the procedures to be followed in carrying out the program. After the board has approved the public relations policy, it should, as in all other school policies, delegate to the superintendent the responsibility of executing that policy. The board should, of course, appraise the efficiency with which the program is being carried out by the superintendent and should request any needed changes in the program.

The school board should realize that the way in which it performs its work has much to do with obtaining and keeping the cooperation and the good will of the public toward the school. The public recognizes and appreciates efficient services of its school board and its employees. It is common observation that some school boards are constantly praised by the public, whereas others are regularly condemned. Boards and board members should avoid indulging in such practices as the following, which are particularly offensive to the public.

- 1 Giving the impression that they "own" the schools and are not responsible to the public
- 2 Voting for their relatives, especially close relatives, for positions in the schools. Many states have enacted laws which prohibit this practice
- 3 Purchasing supplies, equipment, and similar materials and services from themselves, their relatives, or their friends, without asking for bids

4. Wasting school money in any manner.

5 Being unwilling to take the public into their confidence and to give publicity to discussions and decisions Too many boards insist on having many closed meetings and on ignoring newspaper reporters

6. "Firing" or demoting efficient employees without warrant; also retaining inefficient employees.

7. Playing "politics" and engaging in similar practices with the hope of receiving personal reward or gain

8. Indulging in "hobby riding" and "axe grinding "

9 Forming board factions. The harm which such factions do the schools was discussed under question 11, Chapter 1, pages 12 to 14.

10. Attempting to sell personal services or materials to school employees, or expecting school employees to patronize their businesses

There are, of course, many other offensive practices which are sometimes engaged in by boards and board members Public officials and employees should remember that only efficient and unselfish practices are pleasing to the people. Selfish practices are displeasing.

9. How may the school board make more certain that the schools are not used by selfish propagandists and similar interests?

One of the most difficult problems which school officials and employees meet is that of cooperating with individuals and organizations which make various requests of the school, in the average school system, hundreds of these requests are made annually. Some of the requests are unselfish while others are selfish, some of them, if granted, would help the

school while others would harm it. It is always necessary, therefore, for school boards and superintendents to be on their guard against any individuals or organizations which would use the schools for selfish purposes.

Many school boards have adopted rules and regulations governing the cooperation of the schools with outside agencies, and the adoption of such rules and regulations should become general. The rules and regulations might well be patterned after those recently formulated and adopted by the Rhode Island school officials and employees, quoted herewith.

1. The tendency to promote various activities through the public schools has become excessive, and if not checked and regulated will seriously interfere with the progress of pupils in the regular work that the schools are expected to accomplish. The fact that the schools belong to all of the people and are conducted for the benefit of all of the people renders it inconsistent to permit them to turn aside from their prescribed functions, unless in the judgment of the constituted authorities such a course is without question for the general welfare and not prejudicial to the interests of the pupils.

2. No person should be permitted to address the pupils of a public school without the authority of the superintendent or the school board.

3. There should be no advertising of any matter or exploitation of any cause in the schools through the distribution of circulars or articles or by announcements, unless it is related directly to the educational interests of the schools and also has the approval of the superintendent or the school board.

4. Requests for lists of the addresses of pupils should not be granted and permission should not be given to copy such lists from school registers.

5. Soliciting agents should not be permitted to interview pupils or teachers in school buildings.

6. Photographers should not be permitted to take pictures of pupils or teachers on school premises without the authority of the superintendent or the school board. Such authority should not be given if the chief purpose relates to the financial interest of a photographer.

7. The collection of money from pupils at school should be very carefully restricted and should be permitted only by authority of the superintendent or the school board. To place children under the necessity of either contributing or being publicly noted for failure to do so is unfair and inconsistent with the theory that the schools are entirely free.

8. The practice of securing from pupils pledges to contribute definite sums of money for any cause should not be permitted.

9. It is inadvisable to resort to methods that involve the recognition of special distinctions or privileges for groups of pupils, since such practices are a hindrance to the inculcation of the spirit of democracy that is based on equality. Membership in welfare organizations and participation in their work and privileges should pertain to entire schools rather than to individual pupils, and such activities should always be subject to the regulations of superintendents.

10. Teachers should discourage gifts from individual pupils or classes of pupils.

11. The practice of offering children prizes or special rewards for essays or other accomplishments as a means for the promotion of any cause should be discouraged. It involves unwise discrimination, and the intended benefits may be secured by less objectionable methods. Moreover, the educational benefit that is sought by such prizes is usually included in the regular curriculum of school work as far as it is deemed advisable by school authorities.

12. Requests of either local or national organizations for the introduction of patriotic or philanthropic activities in the schools should be accepted with caution and discrimination, to prevent duplication or confusion and an unwarranted amount of interference with regular work

13. It is impracticable to make arrangements for special exercises in the public schools without a previous notice of at least one week.

**10 What are the public relations agencies
which may be used in school affairs?**

The public relations agencies are the *means or instruments* which may be used in carrying out the program of public school relations. The following agencies are widely used, though all of them are seldom found in one school system: student newspapers, community newspapers, radio, television, employees' newspapers or magazines, pupils' and employees' handbooks, parents' handbooks, school exhibits, visiting days or nights at school, annual or special reports, citizens' committees, meetings of the parent-teacher association and of similar groups, and the day-by-day contacts of all school officials and employees with the pupils and the public.

School officials and employees should not forget that in the typical community approximately two-thirds of the homes do not have children in school, hence the usual public relations agencies of the school do not come in contact with these homes. Since the adults of these homes constitute the bulk of the voters on school tax levies and similar school questions, they should by no means be forgotten in the school's program of public relations. All the adults in the community own the schools and are therefore entitled to adequate information concerning the schools. Any school board which fails to see that ample information is provided the people is endangering the welfare of the whole school system.

CONDUCTING A SCHOOL PUBLICITY CAMPAIGN**11. What is the purpose of a school publicity campaign?**

The purpose of a school publicity campaign is to obtain the approval of the voters for a request made by the school board. Most school publicity campaigns are conducted to obtain public approval for an additional tax levy, or for a continuance of the present tax levy for the schools. In these days of mounting taxes a school publicity campaign is usually necessary even though the day-by-day, or continuous, publicity may have been well looked after over a period of several years.

12. What general standards should a school publicity campaign meet?

A publicity campaign for school purposes should meet the following general standards:

1. The purpose for which the campaign is conducted should be fully justified. The people do not like to purchase a "pig in a poke."
2. Before launching the campaign all factors likely to interfere with its success should be removed if possible.
3. The campaign should supplement continuous publicity, not take the place of it.
4. The aim should be to win the campaign, but to win it by fair means. The end does *not* justify the means.
5. As few enemies as possible and as many friends as possible should be made in the campaign. After the campaign, any enemies made must be "lived with" the same as one's friends. An old rhyme ascribed to Omar Khayyam says:

He who has a thousand friends has not a friend to spare;
But he who has one enemy shall find him everywhere

6. The campaign should be conducted, and the election held, preferably when the schools are in session, not during the summer. Schools are nearer and dearer to the people, especially the parents, when they are in session.

7. Persons who are not on the payroll of the schools should be chiefly responsible for conducting the campaign. Likewise, little or no school time of the pupils should be taken to promote the campaign. The school board should take the lead in seeing that a citizen's committee is organized to direct the campaign.

8. The campaign should be financed with private funds, not with public funds, the use of public funds for this purpose is illegal in all states. Funds for the campaign may usually be obtained from the parent-teacher association and other public-spirited organizations.

If the people should refuse to vote the request made by school officials, they should not be condemned. When such is the outcome, school officials should wonder whether the request was really a justifiable one and whether it was well presented to the electorate. Wise school boards and superintendents will question their own intelligence, not that of the electorate, the voice of the people may not be "the voice of God," but the voice of the people is sovereign in this temporal world.

13 What types of publicity material should be used in a school campaign?

The types of publicity material which should be used will be determined by the size and other characteristics of the community and by the purpose of the campaign. There are dozens of types of materials, some of the more effective are the following:

1. Material in the newspapers, such as endorsing editorials, a sample ballot of the election, and reports of interviews with prominent citizens and leaders of community groups.

2. Advertising folders, handbills, pamphlets, and circular letters. One or more of these might be sent to each home, and should be signed by each member of the school board

3. Short speeches by pupils and adults before the various community organizations such as churches, lodges, American Legion, Grange, Farm Bureau, labor groups, and the Chamber of Commerce.

4. Posters and stickers in windows, streetcars, buses, taxicabs, and similar places.

5. Pictures and graphs in the motion-picture houses

6. Telephone or house-to-house calls by members of the campaign committee or by representatives of groups such as the parent-teacher association

7. Street banners and floats

8. School exhibits

9. Radio talks and television programs

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